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ABSTRACT

Based on a review of the experience of agencies operating day care services, this report proposes guidelines for action; develops a core program with options; reviews possible funding sources; and summarizes day care standards. The report is divided into the following sections: I. Guidelines for Action; II. Core Program and Costs; III. Options to the Core Program; IV. Financing Chicago Housing Authority Day Care Centers; and V. Standards Applicable to CHA Day Care Centers. Exhibits and a bibliography are provided. (DB)

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DAY CARE FOR CHILDREN IN CHICAGO

GUIDELINES FOR PLANNING A CORE DAYCARE PROGRAM IN LOW INCOME AREAS

PS 05351

WELFARE COUNCIL OF METROPOLITAN CHICAGO

123 W. MADISON STREET / CHICAGO, ILLINOIS 60602

PLANNING AND RESEARCH DIVISION

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PREFACE

In recent years the Welfare Council of Metropolitan Chicago has assigned a high priority to child care and day care in its planning for future services to all families in the Metropolitan Chicago area. This includes low, middle and high income families, all of whom may need child care services at some point. This publication is the third of a series of day care documents to be published by the Council. The two previous publications were: *Day Care for Children in Chicago, Needs and Resources by Community Areas,* July 1967 and *Fact Book on Day Care for Children in the Chicago Area,* June 1965.

The Council's interest in the day care planning field has generated a number of opportunities for cooperation in planning among governmental and voluntary agencies. A key example of this type of cooperation began in 1968 when the Chicago Housing Authority asked the Council for assistance in planning program specifications and steps necessary to obtain operating funds for ten new day care centers to serve 1,000 children of low income families. Staff of the Planning and Research Division were assigned to develop *Guidelines for a Core Program* and to analyze sources for financing the new day care services. As a result of staff work with the cooperating public and private agencies, the Council has developed flexible guidelines for the development of dare care programs for residents of public housing communities which provide a basis for a long term plan to increase the supply of quality day care in Metropolitan Chicago.

It is impossible to mention the names of all the individuals and organizations who assisted in the development of this document. However, we must express our thanks to Mrs. John J. Bergan, Council President and former Chairman of the Council's Day Care Committee, and to Mrs. Franklin B. McCarty who assumed responsibility for convening groups and providing the community leadership necessary in the final community review stages in preparing this document. Mr. Robert A. Adams, Associate Executive Director of the Planning and Research Division, was responsible for overall project staff supervision. Mr. Bernard J. Goodstein, ACSW, Planning Associate, is the author of this report. He was assisted by Miss Jurdis M. Dierauer who served as Planning Assistant on a field instruction assignment from the Jane Addams Graduate School of Social Work, University of Illinois.

We especially wish to express our appreciation to the staff of the Chicago Housing Authority who cooperated so fully in this effort.

Because of the current interest in day care planning in this community and the entire nation, and because we have received so many requests for copies of our preliminary staff document, we are happy to make this publication available to the community.

John H. Ballard
Executive Director

NOTE: The following introduction was adapted for Illinois from the excellent statement of needs as it appeared in Day Care Planning in Massachusetts *prepared by the Office of Planning and Program Coordination for the Commonwealth of Massachusetts, aided through a federal grant of the Department of Housing and Urban Development under Urban Planning Assistance program authorized by Section 701 of the Housing Act of 1954.)*

INTRODUCTION

The Welfare Council of Metropolitan Chicago has been concerned[1] for many years about the development of an adequate supply of day care services. A high priority for action to document the critical needs[2] and problems of the field developed out of a workshop on day care attended by directors and board members of day care agencies affiliated with the Welfare Council of Metropolitan Chicago. The first *Fact Book on Day Care of Children in the Chicago Area*[3] was issued in 1965 as background data for the workshop. An Advisory Committee on Day Care Planning was established to guide planning and research efforts in this important and complex area of service.

In 1967 the Welfare Council published *Day Care for Children in Chicago, Needs and Resources by Community Areas.*[4] Chicago had some 4,700 spaces for full day care of children three to five years of age. Some 13,000 children were estimated to need such service. Some 38,000 children of this age group were estimated to have working mothers.

The need for supplementary child care services is becoming increasingly important from a variety of points of view.

1. *There has been a dramatic increase in the number of working mothers in this decade.* At least three million children are being left with inadequate care while their parent or parents work to bring the family income up to an adequate level, according to the United States Children's Bureau and the Women's Bureau of the Department of Labor. In March, 1966, there were 9.9 million working mothers, which is more than six times the number in 1940 and more than twice the number in 1950. Two out of five employed mothers in March, 1966, had children under six years of age. This trend represents a significant social change in the nation. According to the Department of Labor, most mothers work because of economic necessity. Without their contribution to family income, the number of poor would be very much larger.

2. *From the point of view of public assistance, the lack of child care services prevents some AFDC families from achieving self-sufficiency. There are currently over 71,000 families in Illinois' AFDC program. There are almost an equal number of low income families who are not on AFDC. The Advisory Committee to the United States Department of Health, Education and Welfare in 1967 estimated that one-third of these families could become self-supporting if job training and child care services were available.* Studies at the local level of the mothers on public assistance reveal that they wish the opportunity to choose between public assistance and employment. In New York City, for example, a recent study indicated that seven out of every ten mothers said they would prefer employment to

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1 Position Statement on "Pre-kindergarten Instruction," Welfare Council of Metropolitan Chicago, June 16, 1965.
Position Statement on "Differential Licensing and Payments for Child-Care Agencies," Welfare Council of Metropolitan Chicago, October 16, 1968.

2 Child Welfare League of America, Day Care: An Expanding Resource for Children, New York, May 1965.

3 Welfare Council of Metropolitan Chicago, Planning and Research Division, Fact Book on Day Care of Children in the Chicago Area, June 1965, Publication No. 4011.

4 Welfare Council of Metropolitan Chicago, Planning and Research Division, Day Care of Children in Chicago: Needs and Resources, by Community Areas, July 1967, Publication No. 1025.

Welfare. The number was especially high among black mothers, 80 per cent of whom preferred the option of employment, if their children could be well cared for.

3. *There is increasing knowledge of the importance of early childhood education for all children.* Early education is especially needed for children whose environment limits the amount of intellectual stimulation they get early in life and for children with physical or emotional handicaps. The President's Commission on Mental Retardation pointed out in 1965 that three out of every 100 Americans is mentally retarded and that 75 per cent of this retardation results from poor developmental care. Much retardation could be prevented by environmental intervention. At the same time the cognitive psychologists are pointing out that environment affects the intelligence of us all. It is now generally accepted that I.Q. is not fixed, as was formerly thought. Dr. Benjamin S. Bloom of the University of Chicago, in his experimental work, found that 50 per cent of adult mental capacity is already acquired by the time that a child is four years old.

Dr. J. McVicker Hunt, Director of the Psychological Development Laboratory at the University of Illinois, now feels that with selection of proper environmental factors for infants, their I.Q.'s could be raised in some cases by as much as 50 to 75 points. This means the difference between the upper level of mental retardation to a college potential.

Without isolating cognitive needs as the only needs which children have, or even the most important needs, it seems clear that these new findings in the field of learning make it important to develop programs to remedy environmental lacks caused by socio-economic factors.

The above three points represent three important new inputs in the field of child care which affect planning in important ways. The field of child care is very different from what it was 20 years ago, before the rise in the number of working mothers, before the growth in the AFDC program, and before Head Start. In addition to these three major emphases, there are other fields which are beginning to recognize the need for child care services.

4. *It is apparent that some major health and nutritional needs have been uncovered and met by Head Start programs.* Infant malnutrition not only stunts physical growth but may also prevent the attainment of full mental capacity and social maturation. Early detection of physical problems, such as deafness, can prevent serious handicaps to learning and healthy growth. Experts in public health emphasize the importance of early intervention.

5. *From an economic point of view, there appears to be a connection between the number of children in a family and the incidence of poverty.* Seventy-one per cent of all poor families, nation-wide, have four or more children, as compared with 1.35 children for the general population. Apparently, the children themselves may represent a drain on family resources which may contribute to the incidence of poverty. Whether or not this conclusion is valid, economists see child care programs as contributing to economic opportunity and the development of human resources in two generations at once. For the children, the educational program can prevent learning handicaps and provide a better chance of success in society. They are also affected by any change in the family income. For parents, the care of children offers hope for the future, an opportunity for job training, educational advancement, and for increase in income through employment. Economists point out a connection between the national level of education and the Gross National Product. Here in Illinois, economic growth and prosperity are dependent on the development of the state's human resources.

6. *Experts in social welfare consider child care services important because they have a potential for preventing family breakdown.* Where the family has serious weaknesses, child care services can strengthen it. Here in Illinois, our child welfare dollars are being spent primarily in programs for children after breakdown has occurred; many people in the field would like to undertake preventive programs as well.

7. *From the point of view of manpower needs, it is apparent that the economy is dependent on the efforts both of the women who have entered the labor force and those who are expected to enter it.* The work force in the United States contains 28 million women, one in every three workers. By 1980, there will be a projected 36 million women in the work force, and women will represent a greater portion of the work force. Working women are responsible for some of the economic growth that has taken place and will be needed if further growth is expected.

The anticipated need will occur primarily in the professional and technical workers providing human services, where the growth indicates a probable manpower shortage. Manpower will be needed to fill new positions being created, and also to replace people who leave the work force. On reason for the critical need for manpower among professional and technical workers is the fact that many women are found in these occupations, and the lack of available child care services causes a high rate of turnover. Some shortages of manpower are already apparent, such as among nurses and teachers.

Recent Federal Developments

The needs listed above represent a variety of points of view from which the lack of child care services are being observed. Programs are designed to meet the need from these different vantage points, resulting in a variety of programs and legislative actions. From the point of view of the children, however, the need is the same–for good care which meets all the needs which children have in common, regardless of the reason for the program's establishment.

Legislation has been passed which provides for meeting the need for child care, usually focusing on some one aspect. Recent Social Security legislation brings the need for action into focus by making it mandatory that the state provide job training and child care for recipients of public assistance.

The Amendments to the Economic Opportunity Act of 1967 instructed the Office of Economic Opportunity to coordinate its efforts with those of the Department of Health, Education and Welfare and other Departments of government. Accordingly, the Departments at the Federal level established a Federal Panel on Early Childhood, an inter-agency panel consisting of representatives of the Department of Agriculture, The Department of Housing and Urban Development, the Department of Labor, the Office of Economic Opportunity, the Bureau of the Budget, and the Department of Health, Education and Welfare, including the Assistant Secretary for Health, the Health Services and Mental Health Administration, the National Institutes of Health, the Office of Education, the Social and Rehabilitation Service, the Children's Bureau, and the Assistance Payments Administration. The Chairman is Jule Sugarman, Associate Director, Office of Child Development, Department of Health, Education and Welfare.

In an effort to achieve the mandated coordination, the Federal Panel developed Federal inter-agency requirements for all child care projects using Federal funds, regardless of sponsorship and source of funds. This would mean that any project using Federal funds for child care–whether its goal is employment of the mother, remedying educational or physical handicaps, preventing family breakdown, or any other purpose–must provide a comprehensive program which meets all children's needs, rather than just the specific need.

The Federal Panel has also announced, and is in the process of developing, the Community Coordinated Child Care Program (Four-C). Under this program, if it is fully developed at the Federal, State and local level, it may be possible for a local community to develop projects which use funds from different legislative authorities through a single application procedure, a single accounting system, a single reporting system, an averaging of matching fund requirements, pooling of funds, and possibly even the use of private and volunteer resources as "local share" matching funds. The result would be better continuity of service, fuller use of available resources, and a more stable system of coverage of needs.

Technical assistance is available to those states which wish to plan a state-level mechanism in order for local communities to be able to establish a 4-C Program. The Day Care and Child Development Council of America, Inc., has been awarded a Federal contract to provide technical assistance. This organization has established field representatives. In addition, the Day Care Council may contract for technical planning assistance within the state. Such assistance can be provided by an individual, a university, or an agency, to be mutually agreed on by the appropriate state officials with the Day Care Council.

For those states which choose to establish a coordinating mechanism which meets the guidelines for this voluntary program, the central and essential step is an agreement between the state-level agency of the Office of Economic Opportunity, and the state's Department of Public Aid. These state officials would agree to encourage such projects, and to participate in a planning process which would result in a state-level mechanism for coordination, including in the planning process representatives from other appropriate public and private bodies which have an interest in child care, either mandated or permitted.

The Community Coordinated Child Care Program is voluntary for the states. The reasons for early participation could be summarized as follows:

1. A comprehensive service will have the advantage of continuity and improved delivery of service. Most families have a number of needs which are better met in one program, rather than a multiplicity of narrow services. Furthermore, people do not remain in static categories; they move back and forth from one group to another. It is preferable for them to remain in the same program as they change categories, rather than disrupting their families and inconveniencing themselves by constant shifting among too-narrow programs designed for specific goals. An example would be a mother who needs child care in order to participate in a job training program. At the end of the training she will need child care because she is a working mother. Both needs should be met in the same program, in order for the children to be best served. If needed services to the same family can be provided through the same center, it will be possible to build the necessary human ties in order for the program to succeed.

2. Another value to coordination is that it will make more efficient use of the Federal, state and community dollar and help make possible fuller use of the state and local level resources available.

3. It would mean more efficient use of the needed trained personnel will also result.

4. The process of securing and administering funds will be simplified for those giving service.

5. For users of the service—the parents—the process of securing services will be simplified.

6. Here in Illinois, the need for coordination has been recognized, and planning has taken place with the result that Chicago's local Community Coordinated Child Care Program is being organized. Applications cannot be submitted to the Federal Panel, however, without the help of a state-level coordinating group.

If Illinois would request the technical assistance available under the program in planning the coordination of its child care programs, it would facilitate planning at the local level in Chicago. The State could request that it be selected as a demonstration State for the Community Coordinated Child Care Program.

7. There are some Federal incentives to cooperation in the Program. Recognized Community Coordinated Child Care Programs may be given priority consideration for a) use of training funds, b) research and demonstration projects, c) renovation and construction funds if they become available, and d) new child care money if funds become available, in addition to the planning assistance described above. Even though the Program is at present voluntary, there seems to be a clear trend in the direction of a requirement of coordination in recent legislation. The need for a coordinating mechanism is apparent in the present; it could become critical in the future.

Developments at the Local Level

While the need for additional day care services is widely recognized, and the coordination possible through the Federal 4-C program offers a good omen for the future, the issue of securing needed day care services in Chicago remains a critical one.

This is documented by the fact that a review by the Welfare Council in 1969 revealed no significant increase in the actual supply of day care in the city since 1967.

There are three critical questions, however, which must be answered before there can be a systematic expansion of day care:

1. How shall funds be obtained for the construction of new day care facilities?

2. Who will finance the operation of new services, particularly for low income families which are least able to pay the cost of comprehensive high quality day care?

3. How can Chicago finance the renovation of existing buildings to increase the number of facilities? (This will require some action to reduce obstacles in the administration of licensing standards and building codes.)

The impetus for planning for an increase in the number of day care slots in Chicago and the opportunity to develop a practical approach for dealing with these questions was provided when the Chicago Housing Authority asked the Welfare Council to develop guidelines for the operating programs and their funding for ten new day care centers the CHA will build to serve 1,000 children.

The CHA has received a United States Department of Housing and Urban Development Modernization Grant[1] to cover the cost of construction providing for 70,000 square feet of space for the ten centers.

Projected at $30 per square foot, the cost will be $2,100,000. Land will be provided by the Chicago Housing Authority (see sites in Exhibit 1). The initial furnishings cost is estimated at 14 per cent of the annual operating budget of $20,000 per center. For the ten centers,[2] then, the initial furnishings cost would come to $200,000.

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[1] May 9, 1968, the Chicago Housing Authority application to participate in the Modernization Program for upgrading low rent housing developments as described in the United States Department of Housing and Urban Development circular dated November 14, 1967, was approved. The physical Modernization program of $27,436,890 was the largest in the nation.

[2] In 1969 the United States Department of Housing and Urban Development approved the request of the Chicago Housing Authority to build an eleventh day care center in the Robert Taylor Homes, provided the total construction costs were not increased beyond the original grant. For planning purposes, however, this report deals with the original ten centers. There is wide recognition, of course, that many more centers will be needed to reduce even a small portion of the backlog of needed child care service.

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Since HUD support is limited to construction of the centers, the Chicago Housing Authority does not have operating program funds for them. It must, therefore, seek agency sponsors capable of developing and financing comprehensive high quality day care service. To help deal with this problem, the Welfare Council of Metropolitan Chicago set up a Task Force to provide technical assistance to the CHA in the development of program specifications and financial development plans.

To assist the Chicago Housing Authority, staff proceeded:

1. to develop guidelines for a Core Program so that agencies could make the financial decisions based on a comprehensive, well rounded plan for day care services to children;
2. to analyze all possible sources of income so that agencies and CHA could arrange for sponsors for the new day care centers.

Successful funding of operating budgets for the new day centers will achieve two purposes:

1. It will expand the supply of urgently needed day care service.
2. It will provide a demonstration of methods of financing new day care services which can be utilized in the metropolitan Chicago area by voluntary and governmental agencies.

Thus the CHA day care centers provide a unique opportunity to set the pattern for the new service delivery and for development of new financial support which are required if Chicago is to move toward the goal of providing day care to 13,000[1] children who need such service.

Exhibit 1

NEW CHA COMMUNITY SERVICE FACILITIES (8/29/69)

Development	Location	Day Care Center	Size in Sq. Ft. Day Care Center
ABLA 1324 S. Loomis	Near Westside	1	7,000
CABRINI 418 W. Oak	Near Northside	1	7,000
HORNER 1834 W. Washington Blvd.	Central Westside	1	7,000
ICKES-HILLIARD AREA 2400 S. State	Near Southside	1	7,000
ROCKWELL 2500 W. Jackson Blvd.	Westside	1	7,000
STATEWAY 3640 S. State	Central Southside	1	7,000
TAYLOR 4700 S. State	Central Southside	2	14,000
WASHINGTON PARK 4414 S. Cottage Grove	Central Southside	2	14,000
WELLS 454 E. Pershing Rd.	Central Southside	1	7,000

[1] Child Care Arrangements for Working Mothers in the United States, U.S. Department of Health, Education and Welfare, 1969.

SUMMARY OF REPORT

Based on a review of the experience of agencies operating day care services, this report proposes guidelines for action, develops a core program with options, reviews possible funding sources, and summarizes day care standards. The report is divided into the following sections:

Section I - Guidelines for Action

Recommendations for the Core Program and sources of possible financial support for the day care centers are summarized. The report notes three firm sources of income.[1] The Chicago Housing Authority, the Welfare Council of Metropolitan Chicago and the agencies which are interested in sponsoring any of the new CHA day care centers need to explore all possible sources of new income.

Section II - Core Program and Costs

Major service delivery issues are evaluated, utilizing City, State and Federal Standards for day care centers. A Core Program, capable of delivering relevant services to low-income families, is proposed.

A sample budget reflects the cost of a Core Program serving 100 children in one Chicago Housing Authority Center. Descriptions of staff requirements, equipment and operating program expenses are included. An optimum program budget is compared with the Core Program budget. This section analyzes the ten center Core Program and costs.

Section III - Options to the Core Program

A series of options and variations for enriched service which could be added to the Core Program are reviewed. These options illustrate the range of adaptations which may become necessary if the Core Program is to meet local neighborhood and family requirements.

The eight options permit flexible modification of the Core Program. Three exhibits have been prepared to illustrate the effect on the Core budget of delivering service to children of nonworking mothers and children with handicaps.

Section IV - Financing Chicago Housing Authority Day Care Centers

Sources of income to finance the day care centers are reviewed. Non-governmental sources discussed include family fees, private foundations, Community Fund, agency endowments, business, industry and labor unions.

City, State and Federal government sources are reviewed.

Policy, funding and priority issues are reviewed. Of special note is legislation passed in the last session of the Illinois Legislature which, for the first time, commits the State to developing plans for day care on a statewide basis.

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1 Model Cities Program has funded two centers at $350,000 as of August 1, 1969. Cook County Department of Public Aid will finance $65 per month for group child care for eligible mothers in training or employment. Low income families, living in or near Chicago Housing Authority buildings, are expected to pay an average of $50 per month for service.

The main sources of new Federal funds that will become available are discussed: implementation of the 1967 amendments to the Social Security Act, the HUD Model Cities Program, as well as from shifting Head Start Program priorities.

Section V - Standards Applicable to CHA Day Care Centers

Factors in State licensing, space, land, child-staff ratios, and staff qualifications are reviewed and summarized. Federal Interagency Standards for Day Care are reviewed. Federal staff qualifications are tabulated for easy comparison with the Illinois standards.

SECTION I

GUIDELINES FOR ACTION

1. *Strategy for Coordination of Service Delivery*

A coordinated system should eventually include all comprehensive day care services being delivered through Chicago Housing Authority community space.

The proposed guidelines for a Core Program and criteria of the Federal Panel on Early Education should be utilized to set standards for services to be delivered and to monitor and evaluate agency performance. There should be a developmental plan to achieve administrative coordination, program coordination and cooperative staff development among agencies selected by the Chicago Housing Authority to sponsor day care services.

The Chicago Housing Authority should require sponsoring agencies to plan for comprehensive day care services including but not limited to educational, social, health and nutritional services, and parent participation. Required supportive functions cover administration, coordination, admissions, training and evaluation.[1]

A plan which encourages local control and initiative in the delivery of service should be a part of each day care center. The Federal Interagency Day Care Requirements lay the basis for a minimum program of parent involvement.[2]

Local community needs may require that the Core Program be modified. Possible modifications are shown in the eight options described in this report. Additional program modifications may be required by the Policy Advisory Committee that will be organized by the operating or administering agency.

2. *Strategy for Developing New Operating Funds*

The initial problem faced was to raise $1,500,000 in new funds. (One thousand children to be served at $1,500 annual cost per child, using the proposed Core Program.)

The Chicago Model Cities Program (City Demonstration Agency) has funded two centers using temporary Chicago Housing Authority space. Two hundred children will be served at a cost of $300,000.

This means that the balance of $1,200,000 must be raised in order to plan for services to be delivered. The Chicago Housing Authority centers construction schedule calls for the new day centers to be ready for occupancy by August 1970.

Some 800 children will be served in the eight centers which are not yet funded for operations.

There are two other existing sources of income which can be considered.

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1 Statement by Federal Panel on Early Childhood, Day Care in Your Community Through the Community Coordinated Child Care Program, Chicago Federal Regional 4-C Committee, 1969.

2 Federal Interagency Day Care Requirements (pursuant to Sec. 522 (d) of the Economic Opportunity Act), U.S. Department of Health, Education and Welfare, and U.S. Department of Labor, September 1968.

Families receiving full or supplemental budget allowances from Cook County Department of Public Aid can pay the authorized rate of $65 per month. It is estimated that one-third of the families in each center will be able to pay $65 per month per child. Other low-income families, it is estimated, will pay $50 per month per child. These estimates come to:

264 children @ $780 per year	$ 205,920
536 children @ $600 per year	321,600
800 children - Total Estimated Fees	$ 527,520

Recapitulation

Income

Model Cities (200 children capacity)	$ 300,000
Fees - CCDPA, Low Income Families (800 children capacity)	527,520
Sub Total Income	$ 827,520

Expenses

1,000 children	$1,500,000
Additional needed for 800 children	$ 672,480

The balance of $672,480 must come from other sources. These are reviewed in Section IV of this report. The task of raising $672,480 is both serious and complex. No one source seems to be willing or able to provide this amount of operating funds to the Chicago Housing Authority.

Previous experience with efforts to achieve joint funding have been discouraging to Board members and administrators of governmental as well as voluntary agencies. There are problems of timing and planning, of technical skills required to draft proposals to comply with obtuse guidelines, of complicated and extended schedules of regional and national reviews of proposals, of raising the funds for the matching local share, of complying with differential and unrelated criteria of separate agencies, and of uncoordinated funding cycles. Such problems increase as the quantum jump takes place from single to joint applications for funding. The structure of service delivery agencies which must apply for new funds must be modified. Governmental agencies which must allocate funds for urban child care services also must change procedures.

Despite these problems, operating funds must be made available for "tooling up" early in 1970 for the day care centers which will be ready for use in August 1970. This means that a joint funding plan must be developed by the Chicago Housing Authority.

It almost seems essential that the Chicago Housing Authority develop some system of central, dual, joint or other mixture of administration of comprehensive day care services. There would be enhanced effectiveness of service delivery and the economy of lower costs. The CHA capacity to set standards would be increased. CHA could monitor and evaluate agency performance in service delivery. The development of a professional staff and community-based standards could be used to provide an opportunity for CHA to compare the quality of services being delivered by alternative sponsors in a variety of settings in the total CHA system.

The Chicago Housing Authority should develop a sound, centrally administered plan for day care service delivery which meets the requirements and expectations of the community to be served, as well as the voluntary and governmental agencies which will be responsible for certifying and approving the use of tax revenues to increase the quality and supply of much needed urban child care services.

Governmental Joint Funding Policies

Governmental funding policies must be changed in order to facilitate joint funding. There is a great need to simplify present policies and administrative procedures as well as to pass new legislation. There are two critical steps which must be taken before joint funding will be possible in Chicago.

First, the City of Chicago must develop a "recognized" *Local Community Coordinated Child Care (Four-C) Program.* The Federal Panel on Early Childhood in June 1969 designated the City of Chicago as one of the first fifteen municipalities to be eligible to receive technical assistance from the Day Care and Child Development Council of America. Technical assistance on a demonstration basis will be available only if Chicago desires to initiate a local Four-C Program. While this local Four-C Program will be planned and operated by the City of Chicago, implementation of the Four-C concept depends on achieving cooperation with several key State of Illinois agencies. Chicago's Model Cities Agency, the City Demonstration Agency, must be consulted and a formal application for recognition must be submitted by a temporary Steering Committee to the Federal Regional Committee (FRC) and to the State of Illinois Four-C Committee when one is organized and duly appointed by the Governor.

The Federal Regional Committee (FRC) reviews the application against the Criteria for Recognition.[1] The FRC will then deal with the City of Chicago Four-C organization on all matters of general concern related to day care.

The second critical step is to work toward the enactment by the Congress of House Bill 6654, "The Proposed Joint Funding Simplification Act of 1969." This Bill is identical to House Bill 12631 which was introduced in 1968 and upon which the Bureau of the Budget reported favorably. The Bill would extend and strengthen joint funding now possible by the limited Joint Funding Authorization under Section 612 of the Economic Opportunity Act of 1968 as amended, under Section 406 of the Juvenile Delinquency Prevention Act of 1968, and under Executive Order 11466, April 18, 1969, *Administration of Certain Jointly Funded Projects.*

Major provisions of House Bill 6654 include:

- Authorization to Federal agency heads to set up uniform technical or administrative requirements for jointly funded projects; and to set up joint management funds for financing multi-purpose projects.

- A charge to the President to prescribe regulations for, and approve agency delegations of power and functions under the Act, and to report to the Congress on actions taken and recommendations for additional legislation. The latter would include proposals for additional consolidation, simplification, or coordination of grant programs.

The balance of $672,480 must come from other sources. These are reviewed in the report.

Major possible sources are:

Federal Government

All possible Federal sources of income should be investigated. These include new funds under the 1967 Amendments to the Social Security Act which could become available to Illinois if current State policies are modified. Three significant policies needing change are:

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[1] Day Care in Your Community Through the Community Coordinated Children's Program, Op. Cit.

1. The exclusion of social services to past and potential recipients.

2. The exclusion of social services to low income target neighborhoods.

3. The inability of the state to accept voluntary contributions to provide the 25 per cent local share for matching Federal funds.

Contact should be maintained with the Illinois Department of Public Aid as planning continues for Work Incentive Program day care services. Day care service is still needed by WIN mothers who complete training and are no longer eligible for WIN day care.

Some Child Welfare Services research and demonstration funds may become available through the Department of Health, Education and Welfare. The Department of Labor could set up a demonstration day care center in a new Chicago Housing Authority facility.

As Head Start funds are being allocated to increase the supply of day care for working mothers, some half-day Head Start programs may choose to increase the volume and scope of their service, using the new Chicago Housing Authority community space.

Manpower Training projects in New Careers could be developed to finance salaries for mothers who would be trained as child care workers, social service, health and community aides in the expanded day care services system.

Department of Agriculture could provide 75 per cent of the cost of kitchen equipment, 80 per cent of the salary of the cook and housekeeping aide as well as the total cost of a sound nutritional program.

State and City Government

The Illinois Department of Public Aid and Department of Children and Family Services will provide some State support via grants-in-aid.

A statewide plan for day care services will be developed by Illinois Department of Children and Family Services. The Illinois Department of Mental Health could finance services to exceptional children by grants-in-aid using both state and Federal funds.

The Chicago Housing Authority Commissioners should explore both the possibility of using increased rentals and obtaining social services funds from the Department of Housing and Urban Development to pay for day care. The City of Chicago Department of Human Resources should plan to coordinate other service systems in the community to provide a maximum input to Chicago Housing Authority families using day care.

Non-Governmental

City-wide business leaders could support a campaign to develop broader financial support for the system of new day care centers.

Business and industries located near a Chicago Housing Authority day care center might be approached to support the new service by a contribution or by planning to develop a training program for mothers, and purchasing a specific number of day care slots for the children of these mothers.

Private foundations could be approached to finance expanded services.

Agencies might review their priorities for using current endowments.

Agencies considering the operation of one of the Chicago Housing Authority day care centers could request an increased allocation from the Community Fund of Chicago under the major increase service priority it has set for General Day Care.

SECTION II

CORE PROGRAM AND COSTS FOR CHICAGO HOUSING AUTHORITY DAY CARE CENTERS

Definition of Day Care

It is necessary to define the term day care before plans can be laid and steps taken to establish a new system of services. The following definition is drawn from *Day Care for Children in Chicago,* a 1967 publication of the Welfare Council of Metropolitan Chicago.

> "Day care refers to a wide variety of arrangements for the supervised care of children away from their homes, for part or all of the day, when parents or guardians are obliged or wish to delegate responsibility for their care."

Need for Service

Day care centers have traditionally offered group care to children between the ages of two and six. Some centers have existed in Chicago for years.[1] There is, however, a tremendous shortage if one considers the great need for day care. By providing ten new facilities, the Chicago Housing Authority is taking one step in filling this gap. Since all will be in low income communities, it is essential that the facilities and programs be planned with the specific needs of these communities in mind. Day care is distinguished from other programs for children in that it provides supervised care in the absence of parents. It is essential, therefore, that programs be designed to care for and to protect children as well as to meet their educational needs.

The need for developmental and protective day care is obvious in low income communities. If it is assumed that any person in the community should be free to take advantage of employment and training opportunities, we will unavoidably be faced with the need to provide comprehensive day care services. The lack of such facilities in sufficient number is an obstacle to employment, especially for families headed by a single parent or parent substitute or where both parents wish to work.

When there is not enough good quality day care service available, a parent must choose between two undesirable alternatives: 1) to remain in the home to care for the children and forego the opportunity to enter the labor force or training programs; 2) to leave the home for employment, relying on child care arrangements that are temporary or below standard. A comprehensive day care center would schedule its service so that the needs of working parents could be met. This means, for example, that the center must be open longer than the regular school day. While community employment patterns may vary, it can safely be assumed that a center should operate from 7:00 a.m. to 6:00 p.m. in order to provide both developmental and protective day care.

Objectives of the Core Program

While providing for the care and protection of children, a center must also address itself to other needs which children have regardless of

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[1] Dierauer, Jurdis Mary, "Basic Approaches to Day Care as Identified in Federal Publications," 1969, unpublished research report. This is a descriptive study of our basic approaches to day care from 1941 through 1968. The need, demand, policy and program for day care are identified in Federal publications during the war years 1941-47, the latent period 1948-63, and the present period from 1964-68. Selected Federal day care publications were read and analyzed in terms of need, policy and program.

their families' income. Since the center will care for children for long periods of time each day, it is essential that the developmental and protective needs of the children be met. Specific objectives in this regard include the following:

to influence a positive concept of self;

to enhance each child's social, cognitive and communication skills;

to prepare each child for creative participation in the school system;

to strengthen both the family and the community in order to provide the best possible environment for the growth of each child.

Such an approach demands qualified teachers experienced in the field of early childhood education, as well as other personnel whose concern is for the growth of the individual child.

The Proposed Guidelines for a Core Program provide for both the developmental needs of children and the economic needs of families.[1] They suggest content that is educational and geared to the growth needs of children. At the same time, service is delivered so as to allow parents freedom to seek employment or to be involved in other productive activities. The estimated cost is $1,500 per child per year.[2]

Day care can be offered for less but only by altering either the quality or length of the service. For example, part-time nursery schools cost less *per child* since each child attends for less than a full day, usually for two or three hours. This type of service meets some of the developmental needs of children in low-income areas, but not the broader family income needs since the child is not cared for long enough to allow the parent to work.

Another example of a lower unit cost service is the proprietary day care center. This type of center usually operates on a full day basis. However, because it must operate at a profit, it is often forced to offer lower salaries and cut expenses elsewhere. This affects the standard of service. It might also be possible that some proprietary centers have found more efficient methods of operation. If this is the case, it would be wise to incorporate these methods into the Core Day Care Program. Since there is no evidence that any such methods are now in effect, it is assumed that no substantial reduction in cost could occur without a subsequent reduction in quality or hours of operation. Neither reduction is seen as a viable option for the proposed centers.

Additional Service Options

The proposed Core Program more than meets the State day care licensing requirements. It is close to the new Federal Interagency Standards for Day Care. It is still possible, however, to increase the quality and comprehensiveness of the program. The lower section of Exhibit 2 spells out some possible additional service options. These options are grouped in two categories which, though not mutually exclusive, are related to the two main emphases of a day care program: The developmental needs of the child and the economic needs of the family.

1 Bogulawski, Dorothy Beers, Guide for Establishing and Operating Day Care Centers for Young Children, New York, Child Welfare League of America, April, 1966.

2 Guberman, Greenblatt, Thompson and Gurin, Cost Analysis in Day Care Centers for Children, Final Report: Brandeis University; Waltham, Massachusetts, May 31, 1966.

Developmental Needs of Children

To increase its services related to the developmental needs of children, a day center could do any of the following (not listed in priority):

1. Expand the program to include services to mentally and physically handicapped children.

2. Expand professional consultation and service by engaging psychiatrists, psychologists, social workers and educators on a part-time basis.

3. Place special emphasis on the provision of health screening services for the prevention and detection of physical and mental illness in cooperation with the Chicago Board of Health. Deliver needed health services and follow up on defects identified during screening, using existing community health facilities.

4. Provide increased educational services beyond the minimum State licensing requirements by hiring additional teachers specifically trained and experienced in Early Childhood Education.

Economic Needs of Families

To further increase its services related to the economic needs of families, a center could do any of the following (not listed in priority):

1. Provide for a Career Ladder for community residents employed within the day care center. Develop an Employment and Training Program in cooperation with the Chicago Community Colleges to increase the supply of marketable skills in day care of other residents.

2. Increase the supply of day care services in the community by developing evening day care, family day care homes, and after-school care.

The various special options are specified in Exhibit 2 which is divided into three sections. The top section indicates the existing programs that are less expensive than the proposed program but which also fall below the Federal standards. The middle section specifies the cost of good quality service. The various elements of the program are spelled out in the following pages. The bottom section specifies eight options for enriched services. These options are not listed in order of priority and are not exhaustive. It is assumed that all these programs meet State licensing requirements.

The three sections are contrasted on the basis of cost not quality. For example, a half-day preschool nursery may be very high cost and quality, but it would be placed in the top section because it is half day. Calculated on cost per hour, the Headstart Programs of Chicago Committee on Urban Opportunity in 1969 were costing $130 per month for a half-day session including lunch. The Core Program cost is $125 per month for full-day care. Differential inputs of social work, nutritional, medical and dental,[1] psychological, and educational services account for the higher costs. Programs with shorter hours or less quality are not acceptable as viable alternatives to the Core Program if the needs of both children and parents are to be met.

PROPOSED CORE PROGRAM

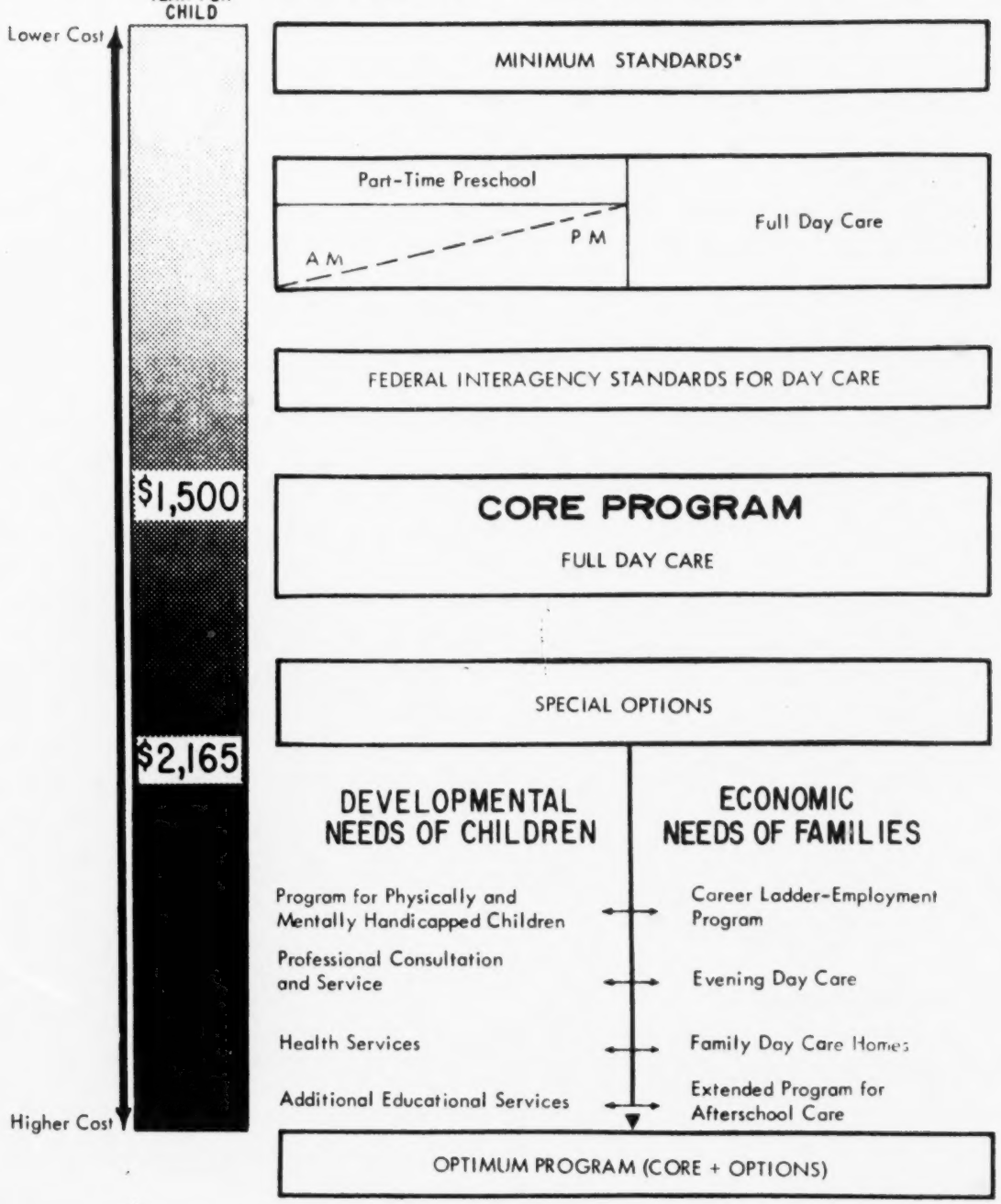
Capacity of the Facility

The day care center will be licensed to serve 100 children from three to six years of age from 7:00 a.m. to 6:00 p.m., five days per week.

[1] Frevert, R. Branson, Evaluation of Project Head Start Medical and Dental Programs in South Cook County, Welfare Council of Metropolitan Chicago, January 1967, Publication No. 1020.

Exhibit 2

ESTIMATED COSTS FOR CHA DAY CARE CORE PROGRAM & SERVICE OPTIONS



*Illinois Child Care Act - 1967 - Minimum Standards for Licensed Day Care Center
Welfare Council of Metropolitan Chicago, Planning and Research Division 5/69

Children will be divided into groups which may vary in size from eight to 25. The maximum size of groups is set in State licensing standards. Group size is based on age and social development. Each group should have a teacher and a child care worker or a child care aide. Volunteers may be used to supplement paid staff. The child-staff ratio should be planned to provide one adult for every five children. (See Exhibit 3, Child-Staff Ratio for Day Care Center.)

The Core Program provides for parent involvement and for a full range of activities for children in the center, on the playground, and on field trips.

Program Plan for Parent Involvement

It is essential that the parents of the children in each center be involved in the program and operation of the center. A plan which encourages local control and initiative in the delivery of service should be a part of each day care center. The Federal Interagency Day Care Requirements lay the basis for a minimum program of parent involvement. This program includes the following requirements:

1. Opportunities must be provided parents at times convenient to them to work with the program and, whenever possible, observe their children in the day care facility.

2. Parents must have the opportunity to become involved themselves in the making of decisions concerning the nature and operation of the day care facility.

3. Whenever an agency (i.e., an operating or an administering agency) provides day care for 40 or more children, there must be a policy advisory committee or its equivalent at that administrative level where most decisions are made. The committee membership should include not less than 50 per cent parents or parent representatives, selected by the parents themselves in a democratic fashion. Other members should include representatives of professional organizations or individuals who have particular knowledge or skills in children's and family programs.

4. Policy advisory committees must perform productive functions, including but not limited to:

   a. assisting in the development of the programs and approving applications for funding;

   b. participating in the nomination and selection of the program director at the operating and/or administering level;

   c. advising on the recruitment and selection of staff and volunteers;

   d. initiating suggestions and ideas for program improvements;

   e. serving as a channel for hearing complaints on the program;

   f. assisting in organizing activities for parents; and

   g. assuming a degree of responsibility for communicating with parents and encouraging their participation in the program.[1]

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[1] Federal Interagency Day Care Requirements (pursuant to Sec. 522 (d) of the Economic Opportunity Act), U.S. Department of Health, Education and Welfare, and U.S. Department of Labor, September 1968, pp. 14-15.

Exhibit 3

CHILD – STAFF RATIO FOR DAY CARE CENTERS

Age of Children	Illinois Standards		Federal Interagency Requirements	
	Maximum Group Size	Minimum Staff	Maximum Group Size	Minimum Staff
Two	8	1	Not Approved	Not Approved
Three	20	2	15	3 (5 to 1)
Four	20	1	20	3 (7 to 1)
Five and Over	25	1	20	3 (7 to 1)
Mixed Between Three and Six	20	2	–	–
Mixed Between Two and Six	15	2	–	–
Six through Fourteen			25	3(10 to 1)

Educational Services

A basic approach to the daily activities of each child in the family is also specified in the Federal Inter-agency Day Care Requirements. The proposed Core Program should also meet these requirements:

1. Educational opportunities must be provided every child. Such opportunities should be appropriate to the child's age regardless of the type of facility in which he is enrolled; i.e., family day care home, group day care home, or day care center.

2. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development. Such supervision may be provided from a central point for day care homes.

3. The persons providing direct care for children in the facility must have had training or demonstrated ability in working with children.

4. Each facility must have toys, games, equipment and material, books, etc., for educational development and creative expression appropriate to the particular type of facility and age level of the children.

5. The daily activities for each child in the facility must be designed to influence a positive concept of self and motivation and to enhance his social, cognitive, and communication skills.

6. For school-age children, it is desirable that the policies at day care facility be flexible enough to allow the children to go and come from the day care facility in accordance with their ability to become independent and to accept appropriate responsibility. School-age children also must have opportunities to take part in activities away from the day care facility and to choose their own friends.

   The day care staff must keep in mind that for school-age children the school is providing the formal educational component. The day care staff are more nearly "parent supplements." They have responsibility, however, to supervise homework and broaden the children's educational, cultural, and recreational horizons.[1]

7. Field trips should be planned for the purpose of broadening the child's knowledge of his own immediate environment, to vary his cultural experiences, and to inform him of the total world beyond his own neighborhood.

[1] Ibid., p. 9.

Limitations of Health Services

The Core Program would meet the Federal Interagency Day Care Standards assuming that appropriate dental, medical and other health evaluations and treatments could be provided by existing community health care facilities.

If community health care services are not available free to the children, the following additional cost for each one hundred children would need to be added to the $150,000 expenses:

Psychological and Psychiatric Consultation (one day a week)	$ 6,000
Full Dental and Medical Care, 100 Children @ $150 per year	$15,000
	$21,000

The budgets for the Core Program and for an Optimum Service Program are itemized in Exhibits 4 and 5.

The Core Program Meets Community, City, State and Federal Standards

The Core Budget could meet current State of Illinois licensing requirements. It could meet the standards of the Chicago Housing Authority which expects an up-to-date comprehensive day care service to be developed. It could also meet the standards of families needing day care services.

STAFFING PATTERN

All key staff, including the administrator, program director, teachers, child care workers, nurse, and social worker, should be educationally and professionally qualified. Child care aides, cooks, assistant cook-housekeeping aide, custodian, clerical and substitute staff should be qualified by experience or on-the-job training. Where possible, residents who can meet requirements should be employed. The following qualifications and salary ranges are proposed:

Proposed Staff Qualifications:

The Administrator should have a Master's Degree in child development with four to six years' experience in teaching and some previous administrative experience in day care or Head Start. The proposed salary range is $10,000 to $13,000.

The Social Worker should have a Master's Degree in social work and some experience with children, family and community work. The proposed salary range is $8,000 to $11,600.

The Teachers should have Bachelor's Degrees in child development, primary school education or comparable training and two years' previous experience in day care or Head Start. The proposed salary range is $7,500 to $10,500.

The Child Care Workers and Substitute Regular Staff should have completed two years in college, preferably with training in child development and two years' paid experience in some social work agency or Head Start. The proposed salary range is $5,400 to $8,600.

The Child Care Aides should be high school graduates with some college training in child development. At least one year's paid experience in day care or Head Start would be preferable. The proposed salary range is $4,000 to $7,100.

The Cook should be a high school graduate with some ability to plan and prepare simple nutritional meals. The proposed salary is $4,800 to $7,200.

The Assistant Cook-Housekeeping Aide, whose job is to assist in the preparation of meals and the maintenance of the kitchen, could be someone with or without a high school education. The proposed salary range is $4,000 to $6,500.

The Custodian-Security Guard, who will be responsible for the maintenance of the facility, care of the equipment, and for program assistance, could be someone with or without a high school education. The proposed salary range is $4,000 to $6,780.

The Clerical Worker should be a high school graduate with typing ability. She must be able to handle confidential records of staff and children and financial payments. The proposed salary is $4,800 to $5,900.

Exhibit 4

CORE AND OPTIMUM SERVICES PROGRAMS

CHICAGO HOUSING AUTHORITY DAY CARE FACILITY
(100 Children)

Total Expense for One Year	Core Program	Optimum Services Program
Salaries*	$124,100	$157,950
(Less) Vacant Position Adjustment	(5,000)	(6,000)
Employee Health and Retirement Benefits	3,560	6,078
Payroll Taxes	–	7,294
Supplies		
Food	14,520	14,520
Program Supplies	1,800	1,800
Household Paper Products	1,200	1,200
Office Supplies and Postage	600	600
Telephone	1,500	1,500
Occupancy		
Rent and Heat - CHA	–	–
Gas and Electricity	1,000	1,000
Laundry	900	900
Scavenger	420	420
Local Transportation - Children	1,000	5,000
Conferences - Staff Development	1,200	3,000
Equipment, Repairs, Replacement	1,200	2,500
Miscellaneous		
Insurance (Liability)	800	800
Insurance (Medical and Dental @ $150 per child)	–	15,000
Parent Involvement Expense	1,200	3,000
TOTAL EXPENSES	$150,000	$216,562

*See Exhibit 5.

Exhibit 5

CORE AND OPTIMUM SERVICES PROGRAMS – SALARIES
CHICAGO HOUSING AUTHORITY DAY CARE FACILITY
(100 Children)

Employee	Annual Salary Range	Core Program		Optimum Services Program	
		Number Employed	Minimum Salary	Number Employed	Minimum Salary
Administrator	$10,000–$13,000	1	$ 10,000	1	$ 10,000
Program Director	8,500– 11,600	None	–	1	8,500
Social Worker	8,000– 11,600	1	8,000	1	8,000
Teacher	7,500– 10,500	5	37,500	5	37,500
Child Care Worker	5,400– 8,600	3	16,200	5	27,000
Child Care Aide	4,000– 7,100	5	20,000	5	20,000
Cook	4,800– 7,200	1	4,800	1	4,800
Assistant Cook - Housekeeping Aide	4,000– 6,500	1	4,000	1	4,000
Custodian - Security Guard	4,000– 6,780	2	8,000	2	8,000
Substitute Regular Staff	5,600– 8,600	1½	8,400	3	16,800
Clerical Worker	4,800– 5,900	1½	7,200	2	9,600
Nurse (required if any children are under two)	7,500– 9,500	None	–	½	3,750
TOTAL SALARIES			$124,100		$157,950

ADDITIONAL EXPENSES

Expendable Program Supplies

Phonograph records, story and picture books, sensory aids, readiness materials, and household paper products would cost approximately $3,000 per center per year.

The Nutrition Program

The facility must provide adequate and nutritious meals and snacks prepared in a safe and a sanitary manner.[1] Emphasis will be placed on simple nutritional meals. Efforts will be made to introduce new foods, to help children become accustomed to a wider variety of foods in order to have a properly balanced diet. The administrator should have experience or obtain consultation from a qualified nutritionist or food service specialist on planning the nutrition program.

Cost is estimated to be 55¢ per day per child. Twelve months of 22 days for 100 children total up to a cost of $14,520. Some commodities are available through the School Lunch Act, U.S. Department of Agriculture, administered by the Office of the Superintendent of Public Instruction. A reimbursement of 55¢ per child per day is possible for agencies that qualify. This would provide the $14,520.

First Year Equipment Cost

The estimated initial cost of acquisition of equipment for program, office and kitchen is $20,000. This expense is not included in the annual $150,000 expense budget for each center.

A reimbursement from the U.S. Department of Agriculture of up to 75 per cent of the cost of purchase or rental of kitchen and food service equipment is possible for agencies that qualify. If kitchen equipment expenditures are estimated at $12,000, this would provide $9,000 per center. Each center would still require an expenditure of $3,000 for 25 per cent local share of the kitchen equipment as well as $8,000 for program and office equipment. The net first year equipment cost could be reduced to $11,000 per center.

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[1] Ibid., pg. 12.

ADMINISTRATION OF A SYSTEM OF DAY CARE FACILITIES

The proposed Core Program, as outlined above, assumes that each center will be administered separately. It is appropriate, however, at this point to ask the following questions:

1. What will be the relationship among the new day care centers?

2. What will be the relationship of these new day care centers to the 12 new community centers which are to be constructed as a part of the Modernization Program?

3. What will be the relationship of these 23 new facilities to
   a) the existing on-site health, social work and recreational agencies in CHA permanent or converted community space;
   b) the existing off-site agencies that serve the residents of the housing developments?

Central, dual, joint, and other mixtures of administration have a number of implications for the operation and utilization of the centers. The most obvious implication is in terms of cost and economy. Lowered costs are possible through joint purchasing, joint janitorial services and a more efficient use of administrative and clerical personnel. If all the day care centers were administered centrally, an estimated $58,015 out of a $1,500,000 budget could be saved annually. Exhibit 6, which compares the staff positions in a centrally administered program with one in which the centers are administered separately, illustrates this assumption. Dual administration of day care and community space would also result in savings through some joint purchasing and through joint use of administrative, clerical and janitorial staff.

Combined administration or other types of relational structures can also enhance the effectiveness of service delivery. A clear example of this would be a day care center which coordinates an afterschool and family day care project with an adjoining community center. Similarly, training programs for day care aides can be conducted on a city-wide basis and can draw on the resources of many agencies. Some channels which encourage the dissemination of knowledge gained from the various projects, programs, and experiences almost seem essential.

The establishment of structures which inter-relate the various agencies that serve residents of housing may also increase the ability of CHA to set standards for services that are delivered and to monitor and evaluate agency performance. While coordination alone cannot upgrade standards, these structures can be used to identify gaps in service and to compare the services delivered in a variety of settings. A preliminary question is, of course, what role will CHA play in the maintenance of standards. Certainly, CHA must make judgments in regard to agencies that propose to operate new services in housing property. The basis on which these judgments are made and the relationship of new agencies to those that already exist are issues with which CHA must deal.

Exhibit 6

COMPARISON OF PERSONNEL COSTS – INDIVIDUAL AND CENTRAL ADMINISTRATION

Staff Position	Core Program				Core Program - Central Administration			
	1 Center		10 Centers		1 Center		10 Centers	
Administrator	1 @ 10,000 =	10,000	10 @ 10,000 =	100,000	1/10 @ 25,000 =	2,500	1 @ 25,000 =	25,000
Program Supervisor	None		None		1/10 @ 15,000 =	1,500	1 @ 15,000 =	15,000
Social Worker	1 @ 8,000 =	8,000	10 @ 8,000 =	80,000	1/2 @ 8,000 =	4,000	5 @ 8,000 =	40,000
Business Manager	None		None		1/10 @ 15,000 =	1,500	1 @ 15,000 =	15,000
Program Director	None		None		1 (Head Teacher) @ 9,000 =	9,000	10 @ 9,000 =	90,000
Teacher	5 @ 7,500 =	37,500	50 @ 7,500 =	375,000	5 @ 7,500 =	37,500	50 @ 7,500 =	375,000
Child Care Worker	3 @ 5,400 =	16,200	30 @ 5,400 =	162,000	3 @ 5,400 =	16,200	30 @ 5,400 =	162,000
Child Care Aide	5 @ 4,000 =	20,000	50 @ 4,000 =	20,000	50 @ 4,000 =	20,000	50 @ 4,000 =	200,000
Cook	1 @ 4,800 =	4,800	10 @ 4,800 =	48,000	1 @ 4,800 =	4,800	10 @ 4,800 =	48,000
Assistant Cook	1 @ 4,000 =	4,000	10 @ 4,000 =	40,000	1 @ 4,000 =	4,000	10 @ 4,000 =	40,000
Custodian	2 @ 4,000 =	8,000	20 @ 4,000 =	80,000	1 @ 4,800 =	4,800	10 @ 4,800 =	48,000
Security Guard	None		None		1/4 @ 6,400 =	1,600	2½ @ 6,400 =	16,000
Substitute Regular Staff	1½ @ 5,600 =	8,400	15 @ 5,600 =	84,000	None		None	
Clerk Typist	1½ @ 4,800 =	7,200	15 @ 4,800 =	72,000	3/10 @ 6,000 = 2 @ 4,800 =	1,800 9,600	3 @ 6,000 = 20 @ 4,800 =	18,000 96,000
TOTAL PERSONNEL SALARIES		$ 124,100		$1,241,000		$ 118,800		$1,188,000
Fringe Benefits	9.5%	11,790	9.5%	117,900	9.5%	11,286	9.5%	112,860
TOTAL PERSONNEL COST		$ 135,890		$1,358,900		$ 130,086		$1,300,860

SECTION III

OPTIONS AND ALTERNATIVES TO THE CORE PROGRAM

The Core Program can be varied to extend service to more children or provide more intensive service to the same children. The eight special options noted in Exhibit 2 are explained here in more detail.

The purpose of the options is to increase the number of alternatives available to families as they plan for their child care needs.[1] It will be important to avoid any built-in limitations on the utilization of the program. Different families will have different needs, but in order to provide for the continuous care of the greater number of children, a variety of options should be available.

1. *Program for Mentally-Physically Handicapped Children*

This program would offer special services to children regardless of their need for protective day care. While some handicapped children may need full day care, it is assumed that this program would serve only children who could not benefit from programs designed for normal children. Therefore, any additional care beyond the hours of the program would have to be given outside the center—probably in a day care home. In all likelihood, these services would be offered on a half-day basis, thus increasing the total number of children served since the program would offer two sessions per day. At the same time, the number of places available to children of working mothers would be reduced.

This type of program is more expensive than Core day care because it requires a lower child/adult ratio and also requires teachers specially trained in exceptional education. Although this program is costly, it deserves careful consideration since the need for it is great. In any community, a certain per cent of the children can be expected to be retarded or handicapped. These children may show up at a day care center or they may be shut up in their homes. In any case, they present a difficult problem to their family, especially when there are insufficient resources to provide adequate care or treatment. Many mothers would like to work but simply cannot because of the needs of their children.

2. *Professional Consultation and Service*

There are many professions that have knowledge and skills which can be used creatively in the day care centers. Examples of appropriate consultation services include the following: psychiatric consultation on individual cases, social work consultation on problems of children, families and parent involvement; educational consultation on the services and program of the center.

Such professionals need not be employed on a full-time basis to be used in the program. Consultants can be employed on a regular hourly basis (for example, two hours a week) or occasionally for more extended periods. The cost of such services depends on the profession being employed. This is a good way to increase the quality of service at a fairly reasonable cost.

It is also possible to hire outside professionals on a part-time basis to do direct service. Staff can also be professionally

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[1] Ruderman, Florence A., Child Care and Working Mothers, New York Child Welfare League of America, 1968.

supplemented by providing placement for student teachers and social work students. Students would require professional supervision.

3. *Program of Health Services*

Every day care center should be concerned for the health of the children it serves and certain health standards are required by law. However, a center may wish to provide more extensive health services. A comprehensive health program would include medical evaluations and appropriate referral services. Such evaluations would include dental and medical examinations including tests of sight and hearing. This program could be staffed by a nurse/coordinator, aides and physicians on a part-time basis. In addition, a physician would be responsible for reviewing the total health program.

The nature of the referral service would depend on the adequacy of other health services in the community. If children with health needs cannot be served elsewhere in the community, it would be the responsibility of the day care health personnel to provide appropriate care or treatment.

4. *Additional Educational Services*

Since early education is important for all children, the center may wish to extend its educational services. Some means of doing this were discussed under the heading "Professional Consultation and Service." It is also possible to hire additional professionals on a full-time basis.

In order to make these services available to more children, the center could run some classes on a half-day basis. A great deal of learning can be accomplished in three hours, and if the child does not need the center for protective day care, a short session would be more appropriate. However, it must be remembered that providing for half-day classes limits the number of places available to children who need full day care, since each center will be limited to one hundred children at any one time.

This type of program would require a few items of additional expense. For one thing, lunch would probably be served to both groups, thus increasing the food budget. Additional professional salaries would also increase the budget as well as any additional supplies and equipment.

5. *Evening Day Care*

Depending on the needs of the community and the resources of the center, the program could be extended to include care during the evening hours. This would be a service to parents who work evenings.

Employment opportunities or the particular family situation may require a parent to take a second shift job. If this occurs in a community with some frequency, evening day care should be seriously considered. This service would also allow parents to participate in evening activities such as night school, community meetings, and events. Additional staff would be required to coordinate the evening program and care for the children.

6. *Family Day Care Homes*

The day care center can establish a family day care program, coordinating homes where children can be supervised and given motherly care during the day or evening if necessary. Each home would serve a small number of children and would be particularly suitable for a very young child, siblings and handicapped children. School age children could also benefit from the services of a day care home during after school hours.

The center could be responsible for the coordination and supervision of the homes and the training of the day care mother. The program would emphasize the social and educational needs of the child, as well as his need for care and protection. This type of program would require the services of at least one full time coordinator. The center would have to qualify for a child care agency license in order to provide this service.

7. *Extended Program for After School Care*

Six-to thirteen-year-old children often need day care. Children of working parents may find themselves unsupervised at lunch time and after school until their parents return home from work. A program designed for these children need not have the strong educational emphasis that all day programs require since the child's main need is for supervised care.

The total number of children served at the day care center cannot exceed one hundred at one time. If a number of children leave the center by 3:00 p.m. (those who are in half-day programs and those whose parents pick them up by 3:00 p.m.) space will be available for some children after school, or this type of care would be given at a neighboring community center while being administered by the day care center. The main additional cost of such a program would be the cost of additional staff people. This program could easily make use of volunteers to supplement paid staff.

8. *Employment Program and Career Ladders*

The centers will provide employment opportunities and a strong effort should be made to hire people from the low-income communities in which the centers will be located. Built into the employment program should be an intensive training component to enable employees to acquire new skills. The centers should also develop a Career Ladder Program that would concentrate on additional training and/or education that would enable employees to advance along career lines. Some professional staff time would have to be spent in training and supervision in the coordination of the program. Such a program would be of economic benefit to the community and would also serve to increase the community's supply of sorely-needed day care staff.

Application of any of these eight options may shift the Core Program in terms of services provided to children and the amount of time children are served.

Alternatives in the Allocation of Day Care Slots

Three charts have been prepared to illustrate how one hundred day care slots can be arranged so that a variety of services can be offered and a larger number of children can be served. The Core Program budget projects full-day care service to one hundred children of working mothers at an estimated annual cost of $150,000. The first chart (Exhibit 7) illustrates this program. Since it is assumed that children of working mothers will need care for the entire day, no special half-day classes are included in this alternative.

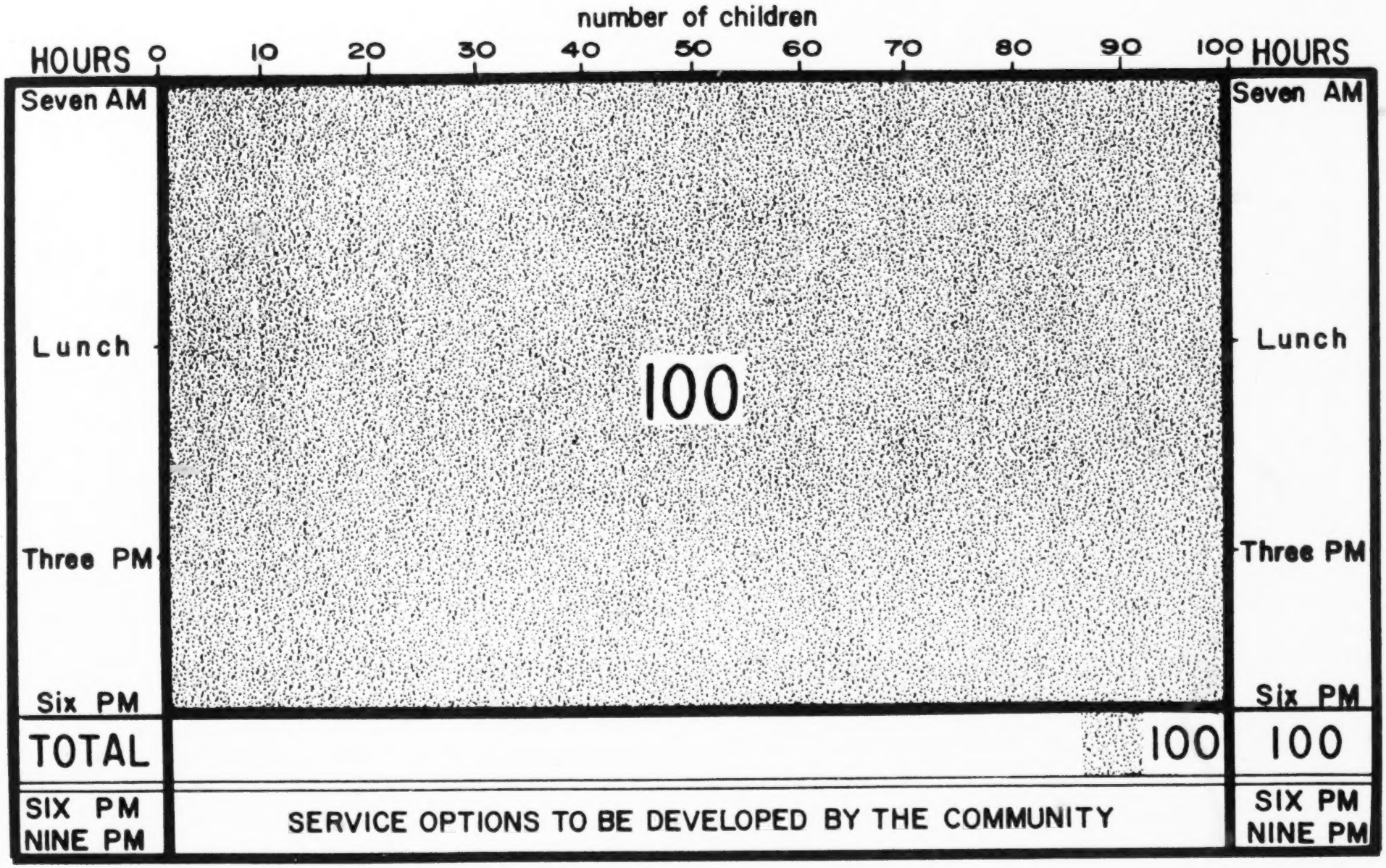
Exhibits 8 and 9 illustrate programs with some half-day sessions since not all children need full-day care. For example, parents may wish to have their children receive a good early childhood development experience. If the child does not need additional protective care, half-day sessions are most appropriate for this type of service. At times, mothers need care for their children while they go shopping, make clinic visits, or participate in social, educational or community improvement activities. This, again, does not require full-day care.

Other parents seek specialized care for retarded or handicapped children.

Exhibit 7

DAY CARE CENTER CORE PROGRAM FOR 100 CHILDREN

LICENSED CAPACITY 100 CHILDREN - THIS VARIATION SERVES 100 CHILDREN



KEY WORKING MOTHERS

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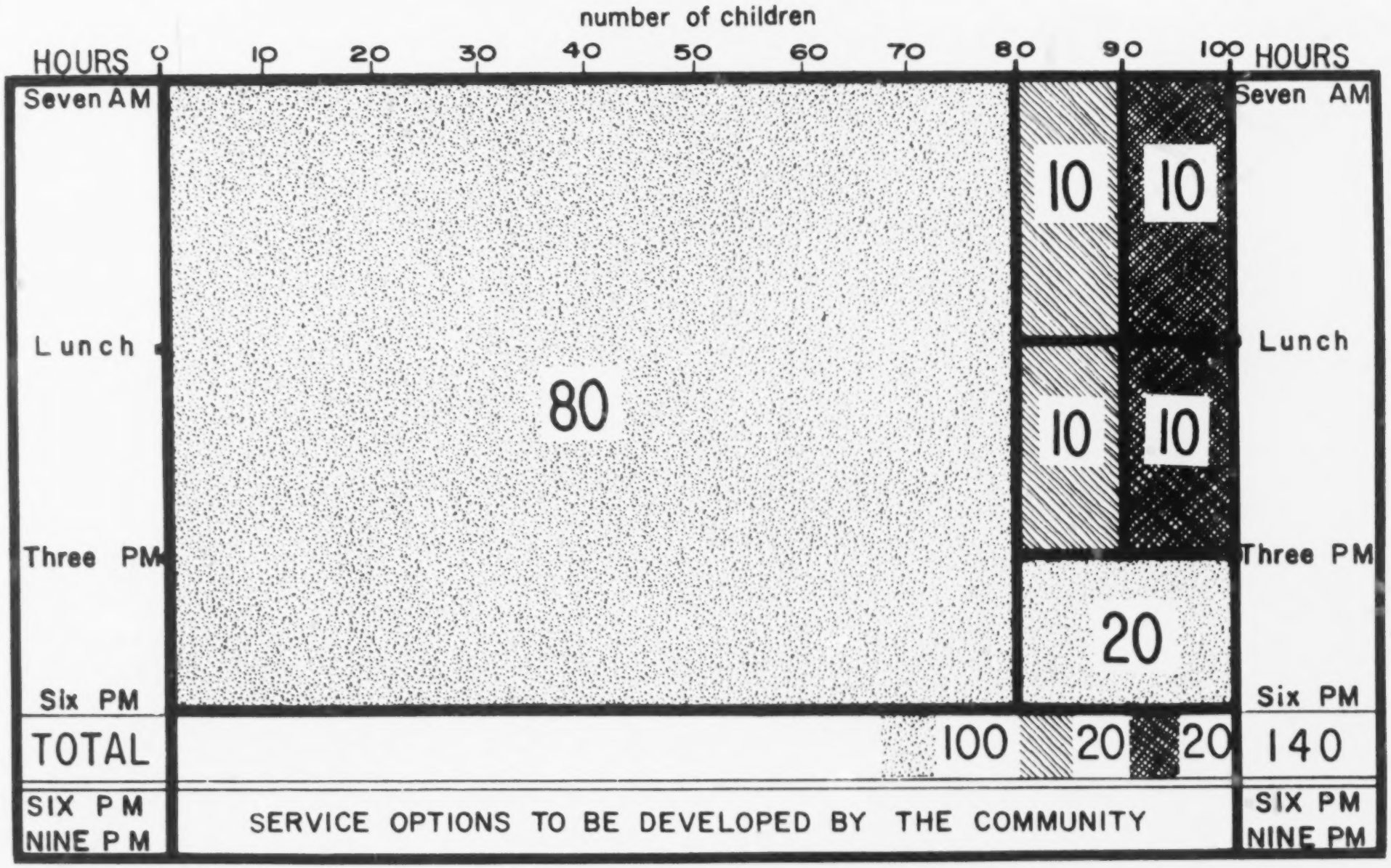
Exhibit 8

DAY CARE CENTER CORE PROGRAM FOR 80 CHILDREN

LICENSED CAPACITY 100 CHILDREN - THIS VARIATION SERVES 140 CHILDREN



KEY — WORKING MOTHERS; NON-WORKING MOTHERS; SPECIAL SEVICES-HANDICAPPED

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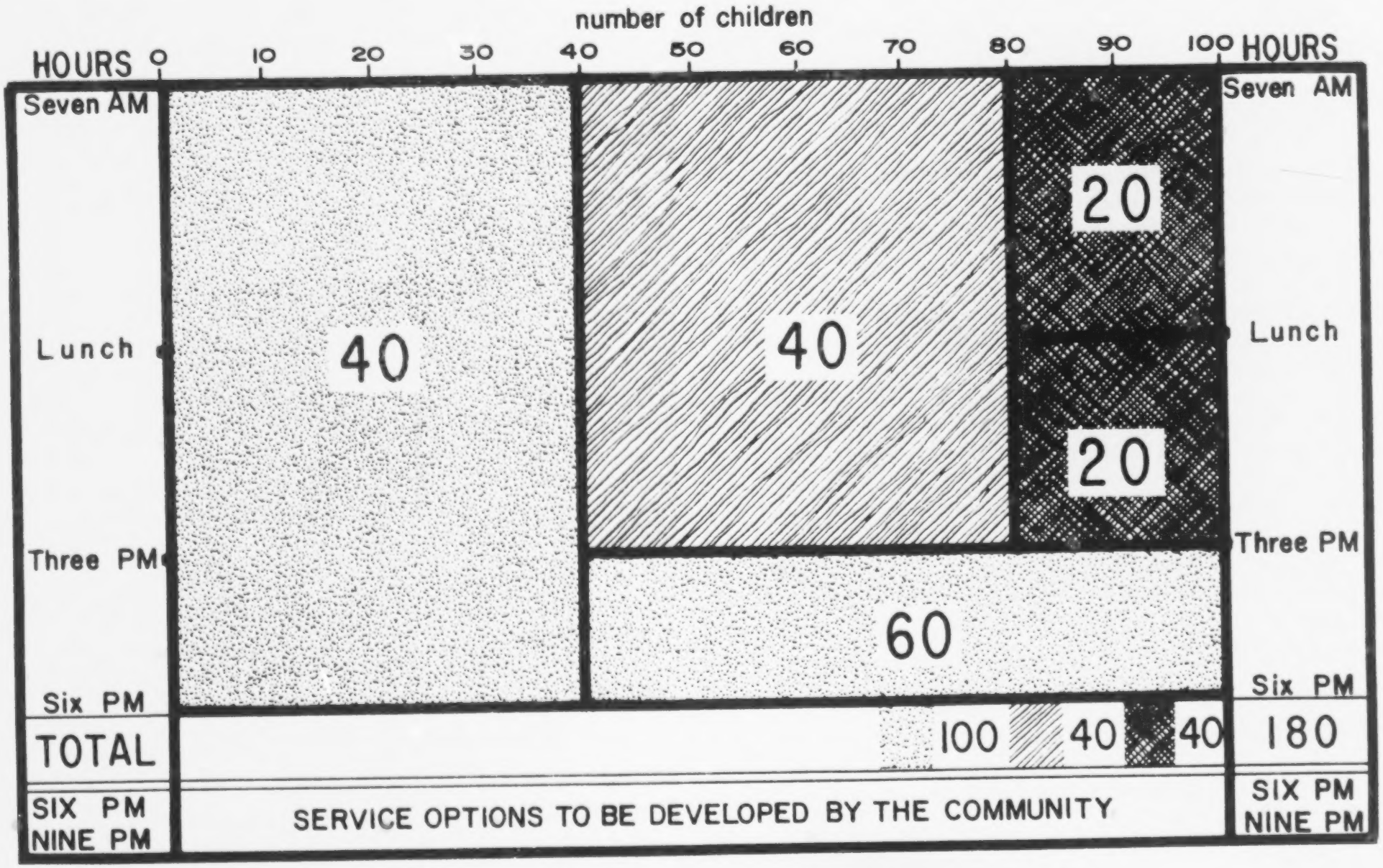
Exhibit 9

DAY CARE CENTERS CORE PROGRAM FOR 40 CHILDREN

LICENSED CAPACITY 100 CHILDREN-THIS VARIATION SERVES 180 CHILDREN



KEY — WORKING MOTHERS; NON-WORKING MOTHERS; SPECIAL SERVICES-HANDICAPPED

Welfare Council of Metropolitan Chicago, Planning and Research Division 6/69

Since many of these services can be provided on less than a full day basis, more than one hundred children can be served by using the licensed slots in a carefully planned manner.

Exhibit 8 Program Emphasis—80 Children of Working Mothers
(Full Day)
60 Children (Part Day)

This exhibit was prepared to illustrate a center which allocates 80 slots to children of working mothers. Children with health or learning disabilities would be eligible if their disability did not prevent functioning in a normal group.

The remaining 20 slots would be used to provide part time services to 60 children of non-working mothers, based on child development needs or special service needs of the retarded child.

Services could be offered to 20 retarded children from 7:00 a.m. to 11:00 a.m. and from 11:00 a.m. to 3:00 p.m. in two sessions of 10 children each. The criteria for selection could be those retarded children who might be excluded from Head Start and kindergarten if no education intervention is developed.

Child development services could be offered to 40 children in three part time sessions (7:00 a.m. to 11:00 a.m., 11:00 a.m. to 3:00 p.m., or 3:00 p.m. to 6:00 p.m.).

The Core budget would change if services were delivered to 140 different children:

1. Nutrition costs would increase by $2,904 per year for 20 additional lunches per day.

2. The ratio of teaching staff to children would be increased, and additional qualifications would be required for such teachers. An estimate of the increased cost is $7,500 for one teacher.

It is possible that service to the 20 retarded children could be financed by the Illinois Department of Mental Health or Federal sources. If this is not possible, the cost of providing part time services to the 60 children would be:

a. Nutrition	$ 2,904
b. New Teacher	7,500
Total	$10,404

Exhibit 9 Program Emphasis— 40 Children of Working Mothers
(Full Day)
140 Children (Part Day)

This exhibit was prepared to illustrate a center which allocated 40 full days and 60 after school places to children of working mothers. The remaining 60 slots are used to provide part time services to 80 children. A 7:00 a.m. to 3:00 p.m. child development program would be provided for 40 children and a half day program would be provided for 40 handicapped children.

The Core budget would change if services were delivered to 180 different children.

1. Nutrition costs would increase by $2,904 per year for 20 additional lunches per day.

2. The ratio of teaching staff to children would be increased and additional qualifications would be required of such teachers. An estimate of the increased cost is $15,000 (2 teachers at $7,500).

It is possible that service to the retarded children could be financed by the Illinois Department of Mental Health or from federal sources. If this is not possible, cost of providing part-time services to the 140 children would be:

a. Nutrition	$ 2,904
b. Two Teachers	15,000
Total	$17,904

Exhibits 8 and 9 are used here as examples of how the one hundred slots can be used in a variety of ways. Obviously, more variations exist. The form that any one center will take depends on the specific characteristics of the community and on the availability of resources.

SECTION IV

FINANCING THE NEW CHICAGO HOUSING AUTHORITY DAY CARE CENTERS

This section examines the problem of financing the centers using the Core Program Guidelines. The total cost of operating these centers is estimated to be $1,500,000 per year (ten centers, 100 children each at $1,500 per child per year). All major sources of income are reviewed.

NON GOVERNMENT SOURCES

Payment by Families Using Day Care Services

Any fees from low-income families must be paid out of current earnings and cannot be expected to cover the full cost of care. A payment of $50 per month would be a heavy burden for most low-income families. (A family earning $3,600 would have to spend one-quarter of its non-food budget on child care.) Yet this amount would supply less than half the needed income. However, families receiving full or supplemental budget allowances from the Cook County Department of Public Aid (CCDPA) can pay the authorized rate of $65 per month. Since CCDPA serves one-third of the families in public housing, it can be estimated that the Department will provide the $65 per month for one-third of the children being served by the day care center.

Exhibit 10 compares the projected cost[1] and income from fees in the Core Program with the cost and income from fees in two proprietary centers, in Head Start and in four voluntary day care centers. Family fees range from $10 to $100 per month, and costs per child range from $56 to $188 per month. If an average fee per child per month of $54.95 can be collected, the annual deficit for one center of 100 children will be $84,060. (This is based on an annual budget of $150,000.)

Private Foundations

Few foundations are currently financing delivery of services unless there is some research and demonstration strategy involved in the project. Voluntary agencies have already developed many such projects, some of which are currently funded by foundations that customarily contribute to Chicago area projects. Since the number of foundations available is limited, it is possible that new foundation

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1 See Jones, Leroy H., ACSW, New Tools for Administration of Children's Institutions, A Summary Report–Welfare Council of Metropolitan Chicago, December 1967, Publication No. 1026.

Jones, Leroy H., ACSW, Utilization of Cost and Time Data, Welfare Council of Metropolitan Chicago, 1969, Publication No. 7006.

Bonney, Normal L. and Streicher, Lawrence H., Some Observations on the Uses of Time and Cost Data in Private Welfare Agencies, Institute for Juvenile Research, Illinois Department of Mental Health, Chicago, Research Report Vol. 6, No. 6, 1969.

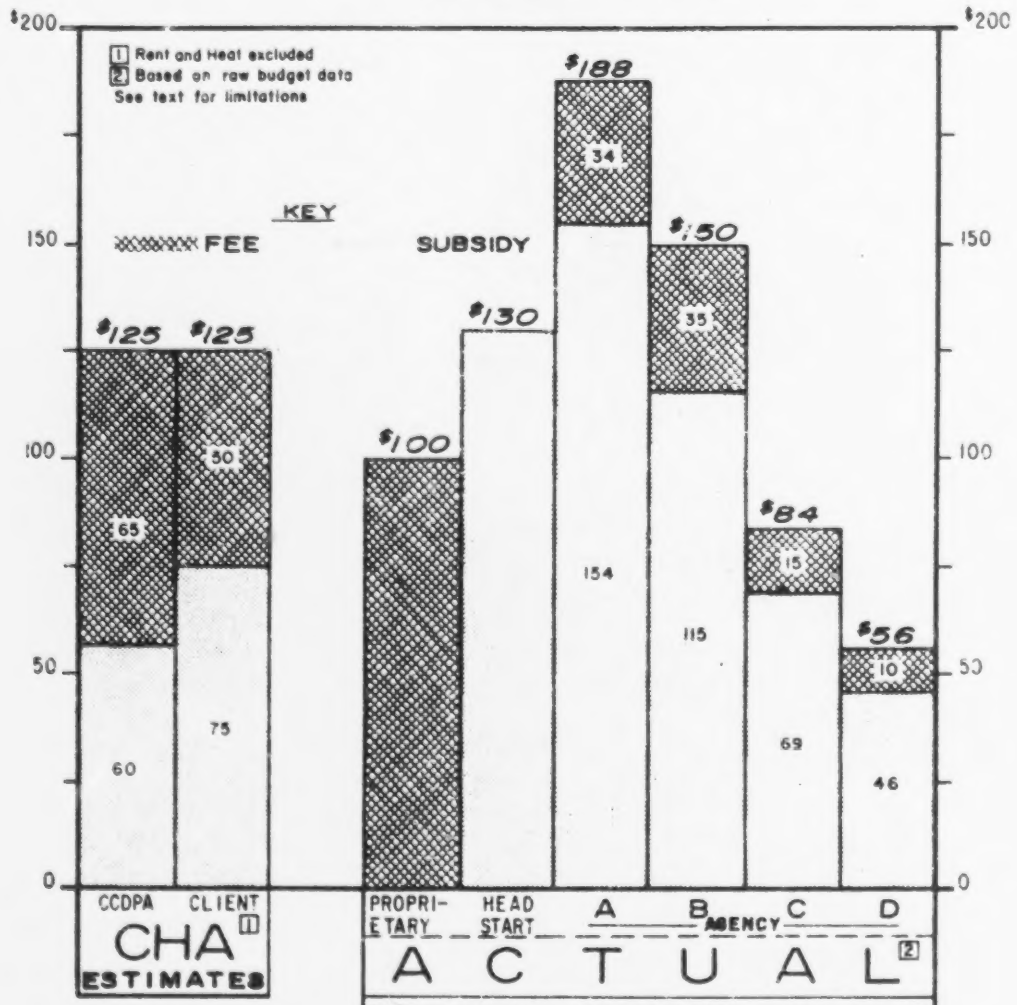
Jones, Leroy H., ACSW, "Utilization of a Time and Cost Analysis as a Tool for Better Agency Management". Paper presented to National Conference on Social Welfare, New York, N.Y., May 28, 1969.

Jones, Leroy H., ACSW, Public Agency Purchase of Service from Voluntary Agencies with Focus on Institutional Services, Child Care Association of Illinois, Springfield, Illinois, September 1968.

Exhibit 10

DAY CARE MONTHLY COSTS AND FEES PER CHILD–

ESTIMATE FOR *C.H.A.* CENTERS AND ESTIMATED ACTUAL FOR SELECTED CENTERS IN 1968



FEE INCOME PER MONTH PER CHILD

	RANGE OF FEES PAID	AVERAGE FEE PER CHILD
TWO PROPRIETARY	100	100
HEADSTART	0	0
AGENCY A	0-90	34
AGENCY B	0-86	35
AGENCY C	0-65	15
AGENCY D	0-15	10

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support might tend to divert funds from existing projects, without increasing the total amount of funds available to support expansion of new day care services.

Community Fund of Chicago

The Community Fund of Chicago revised special recommendations of the Priority Study by Fields of Service on December 16, 1968. General Day Care Service (A-10)[1] is listed with the highest priority as a major increase service. Three elements are specified:

1) Service in disadvantaged areas.
2) Service to non-white children.
3) Service to economically disadvantaged clients.

40 The Chicago Housing Authority day care centers provide an opportunity for the Community Fund to make this high priority meaningful to agencies and the total community. The Community Fund could invest in programs for economically disadvantaged non-white children living in the inner-city by providing some support for the new CHA day care centers under its General Day Care Service priority.

Alternative Use of Agency Endowments

Most large established agencies have some endowments or special gifts. These have been committed to support current programs. The Community Fund has been providing deficit financing. Pressure has developed to increase agency self support and to generate agency matching funds to participate in any Office of Economic Opportunity (OEO) programs funded through the Chicago Committee on Urban Opportunity.

With some shifts developing in the OEO Program nationally, some agencies may be evaluating their current obligations, and may consider reallocation of their own matching funds from other programs which would be phased out in order to finance the new day care services.

Business, Industry, Labor Unions

There are a small number of day care centers which have been developed recently by industry, by hospitals and by labor unions.

There are several ways for industry to participate in expanding day care in Chicago:

1. Business and industrial leaders could join with city officials in pledging to provide the facilities on their own premises.

2. Business and industry located close to planned Chicago Housing Authority day care centers could pledge support for the annual cost of a specific number of children in one center as a community contribution.

3. Business could guarantee the cost of day care for a specific number of children and make these places available to women in the neighborhood. This could be planned as part of a project to create employment for a number of women who could be trained and then employed by the company.

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[1] Welfare Council of Metropolitan Chicago, Profiles of Forty Fields of Human Care Service in Chicago: Part II. The Profile, Day Care General, covers the field of day care for "normal" children of pre-school age; the Profile, Day Care Special, covers day care for the emotionally disturbed and mentally handicapped children.

GOVERNMENTAL SOURCES

City of Chicago

Model Cities Program

The Model Cities Program application has been funded and makes available $350,000 for the day care of 200 children in Robert Taylor and Washington Park Homes. Temporary community space will be used until the new construction has been completed.

Chicago Public Building Commission

For construction of centers other than those projected in the Chicago Housing Authority Program, the Chicago Public Building Commission might serve to provide the capital funds via revenue bonds. Planning for such construction of new centers should be a high priority for the Mayor and the City Administration. The Chicago Public Building Commission structure for the sharing of costs among various governmental and private sources is flexible and could be instrumental in building new day care centers, and in amortizing the cost in rentals.

Commissioners of the Chicago Housing Authority

The Commissioners of the Chicago Housing Authority will need to review and consider changing their current practice of expecting voluntary agencies to finance the total cost of delivering high quality services through CHA community space. At present CHA provides space only. Inflation has increased all costs. At the same time, agency resources have not been increasing.

The CHA Commissioners, therefore, should investigate two new possible sources of financial subsidy for services. One involves using additional internal income which CHA has developed by raising rent ceilings. The second would be to finance part of the staff cost, or a percentage of the day care center budgets, using Housing Urban Development (HUD) funds for social services. The 1968 Housing Act authorized $45 million for social services, but no funds were appropriated by Congress. If such funds are appropriated, the CHA should apply for them and provide part of the deficit for new day care.

State of Illinois

State Mental Health Fund

The State provides some day care services to retarded children and adults. Some 2,700 mentally retarded children and adults are served through 51 day centers which receive grants ($1,782,735 to supplement local funds amounting to $4,152,802). Grants come from the State Mental Health Fund, as appropriated by the General Assembly from payments by patients and their relatives for care in State Mental Health Institutions. The Community Services program of the Division of Comprehensive Mental Health Services of Illinois Department of Mental Health administers this grant program.

Illinois Department of Children and Family Services

The Department currently operates the Lawndale Day Care Center which serves 100 children. A second center will be operated in the Social Services Center being developed by the School of Social Service Administration of the University of Chicago. Operating funds for the Lawndale Day Care Center are provided for demonstration and training purposes, under Child Welfare Service provision of the Social Security Act by the Department of Health, Education and Welfare.

There are a number of laws now in effect, passed in the 1969 session of the Illinois Legislature, that will have an effect on day care in Chicago:

HB 2028, which amends the Act creating the Department of Children and Family Services, charges the Department to develop a statewide plan for day care services, to develop day care activity where needed, and to stimulate such activity at the local level. HB 1733 appropriated $700,000 for day care for the one-year period ending June 30, 1970. These funds can be used to provide day care through contract with public, voluntary or proprietary day care centers, or to expand day care services provided by the State.

The Department also sets the level of payment which can be paid by Illinois Department of Public Aid for day care services. At the present time the maximum monthly payment is $65 regardless of the cost of the service. This is low compared to the Chicago Housing Authority Core Program cost of $125 per month. The effect of the $65 payment has been that families spend state funds for service in day care homes or in the families' own homes, with supervision provided by older children, neighbors or other adults. Experience has demonstrated that such care is often custodial. Home day care cannot provide the stimulating equipment, trained teachers and group learning that a day care center affords.

Illinois Department of Public Aid

The Illinois Department of Public Aid purchases the largest amount of day care service in the State. Some 16,231 families received $282,509 for special training, education and work allowances in Cook County in September, 1968. Of this amount, $109,501 or 38.8 per cent was to cover the cost of child care and supervision provided to children outside their own home.[1]

In order to be eligible to receive funds for child care expenses, a mother must be employed or in a training or education program. The Work Incentive Program (WIN) provides money for day care while mothers are in training.

Since the budget of the Department appropriates both Federal and State funds for aid to families with dependent children, the State of Illinois, in effect, has a ceiling on matching Federal funds. However, payments for child care can be matched at the current rate of 75 per cent.

Funding Through the Schools

Legislation passed in the 1969 session of the State Legislature permits local school boards to establish child care and training centers (HB 2903). In setting standards, school boards must take into account those set by the Department of Children and Family Services for such facilities.

The law provides for reimbursement after July 1, 1970 by the Department of Public Aid to cover the cost of care in such centers for children of families receiving public assistance, where the mother must be away from home because of employment or other reasons. Fees to non-assistance families are not to exceed the per capita cost of the center and, to the extent feasible, are to be at a level to facilitate use of the centers by employed mothers of low or moderate income. Any other State or local governmental or private agency already providing care for children may purchase day care services from the centers. Necessary costs to the boards are to be paid out of school funds and are subject to State reimbursement.

Federal Sources of Day Care Funds

Exhibit 11 was developed to provide a picture as of December 1968 of the major sources of Federal funding for day care.

The chart reflects Federal allocations according to estimates by staff of the Day Care and Child Development Council of America and the United States Department of Health, Education and Welfare.

The Community Coordinated Child Care (Four-C) Program, which is being developed by Jule Sugarman, Associate Chief of the Office of Child Development, will have a direct effect on day care at the local level. Common program standards have been issued by the Department of Health, Education and Welfare, the Department of Labor, and the Office of Economic Opportunity. These standards—the Federal Interagency Day Care Requirements—must be met by all Federally funded day care programs.

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[1] Myra Sullivan, "DAY CARE NEEDS," COUNTY LINES AND STAFF NOTES, Cook County Department of Public Aid, February 1969.

The chart below summarizes pertinent information concerning the operation of the major federal day care programs.

Major Sources of Federal Funding for Day Care

1968-1969

Legislative Authority:	$ Social Security Act			$ Economic Opportunity Act	
Program	**AFDC** Title IVA Sec. 402(a)14	**WIN** Title IVA Sec. 402(a)15	**Child Welfare Services** Title IVB Sec. 422(a)	**Head Start** Title IIA Sec. 222(a)1.	**CEP** Title IB Sec. 123 (a,b)
Authorized Amount for F.Y. '69	$8.5 million*	$35 million*	$6.5 million*	$70 million	$15 million
Federal Share:	85%	85%**	33⅓-66⅔%***	80%	90%
Administrating Agency:					
Federal	Dept. of Health, Education and Welfare Children's Bureau			OEO	Dept. of Labor Manpower Admin.
State	Welfare Departments				
Local	Welfare Departments			CAA or single purpose agency	prime sponsor (usually CAA)
Eligible Operators:	1-8	1-8	1-7	1-5	1-5

Eligible Operators include:

1. state welfare agency
2. local welfare agency
3. community action agency
4. neighborhood organization
5. private non-profit organization
6. independent operators
7. private employers, labor unions
8. direct assistance to individuals

*estimated

**changes to 75% on July 1, 1969

***varies from state to state according to a formula set by statute

Source: VOICE FOR CHILDREN, Day Care and Child Development Council of America, Vol. 1, No. 1, (September, 1968).

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The main purpose of the Community Coordinated Child Care Program is to coordinate day care and related child welfare services at the local level. In addition, the program is intended to aid in the systematic development of child care services and to simplify the administrative relationship between local programs and State and Federal governments.

The program is already functioning at the national level. The Community Coordinated Child Care Program Standing Committee, which represents the major Federal agencies that have an interest in day care on the Federal Panel on Early Childhood, has administrative responsibility for the program. The Federal Regional Four-C Committees have been organized and will have the responsibility for its operation. The Chicago program is also getting underway.

The Community Coordinated Child Care Program will not put any new money into day care immediately. However, there are a number of Federal programs which do provide some money for such service. A brief review of sources of operating, demonstration and facilities funding opportunities follows:

Sources of Federal Assistance for Day Care Operating Expenditures

S.S.A. Title IV A, Section 402 (A) 14, "Aid to Families of Dependent Children"

Since 1962 Federal funds have been available to those states which chose to deliver social services to AFDC families. This 1967 Amendment now orders all states to develop a program of Family and Child Welfare Services for every AFDC family, aimed at strengthening family life and fostering child development. The suggestions in this Title of "Child Development," as an appropriate social service, makes the concept of quality day care more explicit. The State of Illinois could comply with the requirement to develop a plan to provide family and child welfare services to every AFDC family without providing day care. However, if the State does develop day care, it now must meet the new Federal Interagency Day Care Standards.

Title IV A also provides that optional services may be offered to "former and potential" recipients of assistance on an individual or group basis. Groups may be all those families within a defined geographic area provided that as residents of that area, they are likely to become recipients of assistance within five years. A variety of criteria, such as average income and proportion of families already receiving aid may be used in defining the specific area. However, the service must be specified and must eventually be provided in all similar areas of the state.

S.S.A. Title IV B, Section 220:52 "Coverage of Optional Groups for Service"

The 1967 Social Security Amendments (Title IV, Section B) provide for social services to current, former and potential applicants for AFDC. Such possibilities are further elaborated in regulations discussed in the Federal Register for January 28, 1969 under Section 220:52 entitled, "Coverage of Optional Groups for Service."[1] Pertinent portions from this section are quoted below, with italics added for special emphasis:

> "Determinations as to potential recipients are made either for individual families and children or for groups of families and children. An individual determination must be based upon a reasonable conclusion that the current social, economic and health conditions of the family indicate that the family would likely become a recipient

1 "Guidelines on Regulations" (Regulations on Service Programs for Families and Children) Federal Register, January 28, 1969, pp. 40-41.

of financial assistance within the next five years. *A group determination must be based on a reasonable conclusion that, as members of the group, the individuals are likely to become recipients of assistance.*

"For instance, a State may elect to provide services to all persons in geographic areas of extreme poverty, such as census tracts, precincts, or rural development areas that meet criteria of poverty established by the State agency, e.g., average income, proportion of AFDC recipients, etc. Eligibility for services is thus established on a group basis. The geographic areas may also be those approved for comprehensive health centers, neighborhood service centers, Model City, children and youth projects or other Federally assisted anti-poverty projects of a comprehensive nature. *States electing to provide services in such areas of extreme poverty must (a) specify the services which are to be provided in those areas and (b) agree to provide such specified services in all similarly designated areas in the State.* Plans which meet these conditions will be acceptable even though the State has not elected to extend coverage to additional former and potential recipients.

"In these situations, where services are provided on a group basis, the entire cost may be charged to AFDC. For instance, an agency worker might provide services in a neighborhood center to all individuals who request them and the worker's entire time could be claimed for matching, without need for cost allocation. *The services, which may be provided in this manner, may cover all types of activities, including casework and counseling services, homemaker services, vocational counseling, day care services, family planning, training, etc.* Such services might be provided by individual agency staff members, or in agency-operated facilities, or in other facilities where the agency has contracted for services on a group basis. If, however, the agency purchases care or service on an individual basis, such as payment of fees for day care or training or family planning for particular persons, each recipient of the service would need to qualify individually as a current, former or potential recipient of AFDC.

"States may select limited or broad categories of families and children to be included as current applicants and former and potential recipients and may select limited or a broad range of services to be provided them, e.g., child care and related services for children of mothers in employment who were former recipients, consumer education for potential recipient families in public housing projects, and information, counseling and referral for current applicants for financial or medical assistance. The specific types of services under each broad service class do not have to be provided in every such geographic area initially."

These Federal programs call for 25 per cent local matching money. This amount can be either public or private money. However, certain guidelines must be followed if the local matching money comes from private sources. Private money is acceptable when:

1. Funds are donated on an unrestricted basis.

2. Funds are specified for a certain general kind of activity, such as day care.

3. Support of a particular activity in a named community is specified, provided the donor is not the sponsor or administrator.[1]

There are a number of possible sources for the local matching money which would meet the above qualifications. The Illinois Department of Children and Family Services could use some of the day care money which was authorized by the last session of the General Assembly. Private agencies and individuals could raise the money

[1] U.S. Department of Health, Education and Welfare, Children's Bureau, DAY CARE NOTES, No. 1 (April 1969).

jointly and have it placed in a state trust fund. From there the money would go to the Federal government for matching. Foundations, businesses and local community groups could do the same.

The local share could also come from Chicago Housing Authority as an in-kind contribution. The day care centers will be operated in new buildings to be constructed with modernization funds. Since this is a mortgage program, the centers are property of the City of Chicago. For the most part, the space will be donated. At the current rental rate of $4 per square foot for out of loop space, the actual contribution will be $28,000 annually for each center or $280,000 for ten centers.

S.S.A. Title IV A, Section 402 (A) 15, Work Incentive Program

The Work Incentive Program was authorized by the 1967 Amendments to the Social Security Act. Its goal is to move men, out-of-school youths 16 years and older, and women off the welfare rolls and into productive employment.

Responsibility for the program has been assigned to the Secretary of Labor. It is administered by the Labor Department's Manpower Administration through its Bureau of Work Training Programs, the agency that operates the Neighborhood Youth Corps and other Anti-poverty and Manpower Development Programs.

The legislation authorizing the program estimates that the Labor Department could move about 757,000 welfare recipients into jobs, training or work experience programs at a Federal cost of $841 million, by the end of fiscal year 1972. But the net cost will be much lower, as the Federal Government is expected to save an estimated $476 million in welfare payments. The net cost will be further reduced as the former welfare recipients move into jobs and become taxpayers. The Secretary of Labor was directed to have 32,000 welfare clients in the program at a Federal cost of $40 million in fiscal 1968. All states must enter the program by July 1, 1970.

States are required to provide child care for mothers with young children who are referred to the program. (However, no day care is provided by Illinois while the father is employed or in training.) The Illinois Department of Public Aid is responsible for identifying mothers on AFDC who are employable, and the Department of Children and Family Services is responsible for locating day care services which meet standards and for helping mothers make sound child care plans. Day care is provided only for the time that clients are actually in the Work Incentive Program.

S.S.A. Title IV B, Section 422 (A), Child Welfare Services

In 1969 the Department of Children and Family Services will receive $1.8 million under this Title. Of this, $250,000 a year is allocated to continue the operation of the Lawndale Day Care Center. The balance is allocated to state staff training fellowships, staff development, and in-service training for professional child welfare staff.

The bulk of the Child Welfare Service funds under other Titles come directly to the Illinois Department of Public Aid, and are spent for child welfare and purchase of day care for AFDC mothers who are employed.

One new requirement calls for States to develop more effective procedures for involving parents of children served in planning and policy issues in the delivery of such day care services. A second requirement specifies that day care programs must address themselves to the improvement of the child's health and his general development.

These provisions will strengthen the new Federal Interagency Day Care Standards and encourage the development of high quality day care in Illinois.

Economic Opportunity Act of 1964

A number of changes have taken place recently which will affect OEO programs. An order issued by the President in April 1969 will simplify procedures when funds from more than one Federal Agency go to day care or any other program under Section 612 of the Economic Opportunity Act. Executive Order 11466 provides that in programs assisted jointly by Office of Economic Opportunity (OEO) and any other Federal agency, one of the funding agencies may be designated to act for all in the administration of the funds. In addition, other agencies may waive any "technical requirements" which are inconsistent with those of the administering agency. Several OEO programs can have an effect on day care in Chicago.

E.O.A. Title II A, Section 222 (A)1, Head Start

Recently, Head Start was transferred from the Office of Economic Opportunity to the Department of Health, Education and Welfare and placed in the newly created Office of Child Development. OCD is not located within any of the existing administrative units; instead, it is responsible directly to Secretary Finch. Thus, early childhood programs have been given added importance at the Federal level. Just what this will mean in terms of local programs is not yet clear; however, it is possible that more full day programs will result, and communities will now be able to convert more of their summer programs into full year programs.

E.O.A. Title I B, Section 123 (A)6, Concentrated Employment Program

The Concentrated Employment Program provides manpower training to low-income families. It is funded and operated by the Chicago Committee on Urban Opportunity. Day care is a supportive service which is authorized for families in training. Currently, 40 children of some 22 trainees are served by contract with the Lawrence Armour Nursery. This Program will be providing training for mothers at Crane Community College as day care aides. No increase in day care is anticipated next year under the Concentrated Employment Program.

E.O.A. Title II, Section 205 (E), New Careers–Bureau of Work Training, Department of Labor

This could be a source for salaries if a New Careers Project is developed with a CHA Day Care Center, using the center as a training facility.

E.O.A. Title IV, Small Business Administration

Some proprietary day care centers in Illinois and Utah have been able to obtain guaranteed loans to cover the cost of remodeling old facilities, or to construct new facilities for day care. This source could be used to finance non-profit day care centers as well.

It also might be helpful in meeting the costs of furnishing day care homes with equipment needed to meet State licensing standards. Such homes could provide a limited supply of home day care and partial income to mothers who chose to provide home day care service to supplement the Chicago Housing Authority group day care center program.

Source of Federal Assistance for Demonstration Grants United States Department of Labor–Demonstration Grant

The Labor Department set up a Demonstration Day Care Center for employees of the Department in their Washington Office. A Labor Department grant provided funds to demonstrate the value of day care at the work site of the employed mother to staff, employers and the community.

It is proposed that a grant in Chicago could be useful in exploring the effect of the provision of day care services on the employability of residents of a poverty area.

If one Chicago Housing Authority day care center would provide day care for staff of one of the Regional Labor Department offices, or the closest State Employment Service Office, this might be a possible source of operating funds for the demonstration period.

Sources of Federal Assistance for Day Care Facilities

Federal support for the construction of day care centers was provided during the early period of day care in the United States. During the Work Progress Administration (WPA) funds were available to states for construction of centers. During World War II the Lanham Act provided Federal funds to certified war impacted areas. Construction of many centers was 100 per cent financed under provisions of the Lanham Act. Once World War II ended, the Lanham Act was repealed.

There are, at present, several sources of possible Federal support for the construction of day care centers. Such funding is the exception though there are a few examples in evidence. Several new Bills will be introduced in Congress in 1969 to provide some Federal day care construction funds.

United States Department of Housing and Urban Development–Modernization Program

The Department of Housing and Urban Development has funded a Modernization Program for Housing Authorities which provides some capital funds for community space. This is the source of funds for the $8.5 million for Chicago Housing Authority day care and community center construction.

Housing and Urban Development–Neighborhood Facilities Act

The day care center of the Social Services Center of the School of Social Service Administration of the University of Chicago has been funded under this Act. The construction cost of this day care center in Chicago is included in the total facility cost. It is the only example of its type which has been funded in Chicago. The State Department of Children and Family Services will fund and operate this day care center. It is planned as a demonstration of multi-service delivery of Public Welfare Services using demonstration Child Welfare Service funding.

SUMMARY OF FEDERAL SOURCES

Exhibit 12 summarizes a variety of Federal sources of day care money. Most of these programs require some local matching money, and this is also indicated. While most of the programs provide money for general operating expenses, some are more specific, and this is indicated in the chart. In addition, the various constraints associated with each of the programs are listed. Two of the Chicago Housing Authority day care centers will be funded through the Model Cities program. Both are located in target areas–one in Robert Taylor Homes and one in Washington Park Homes. Funding for the remaining eight centers is not yet clear.

REFERENCE GUIDE TO PROGRAMS IN EXHIBIT 12*
FUNDS AVAILABLE FOR THREE GENERAL AREAS

Program Reference Number			Staff	Program (includes space rental)	Construction
1	HEW–SRS	Child Welfare Service	x	x	0
2	HEW–SRS	Aid to Families with Dependent Children	x	x	0
3	HEW–SRS	Child Care-Work Incentive Program (WIN)	x	x	0
4	HEW–SRS	Care for Mentally Retarded Children	x	x	x
5	HEW–SRS	Juvenile Delinquency Prevention	x	x	x
6	HEW–OCD	Full Day Head Start	x	x	0
7	HEW–OAA	Foster Grandparents	x	x	0
8	HEW–MHA	Community Mental Health Centers	x	x	x
9	HEW–ESEA	Title I (Compensatory Education) Title II (Innovative Program)	x	x	0
10	EOA	Local Initiative Provisions (OEO)	x	x	0
11	EOA	Title IV - Small Business Administration - Project OWN	0	0	x
12	EOA	SBA 502 Program	0	0	x
13	HUD	Neighborhood Facilities	0	0	x
14	HUD	Model Cities	x	x	x
15	HUD	Public Housing (Community Space)	0	0	x
16	HUD	Modernization	0	0	x
17	DOA	Special Food Service	x	0	0
18	DOL	Training EOA	x	0	0
19	DOL	Funds for Training MDTA	x	0	0
20	DOL	Technical Consultants	x	0	0

* See Exhibit 12 for program descriptions, funding sources, matching and requirements.

EXHIBIT 12

FEDERAL FUNDS FOR DAY CARE PROJECTS

AGENCY AND AUTHORIZATION	PROGRAMS
Department of Health, Education and Welfare Social and Rehabilitation Service (SRS) *(Social Security Act)*	1. *Child Welfare Service Funds*–To develop and strengthen social services for families and children.
	2. *Aid to Families with Dependent Children.*
	3. *Child Care Funds for the Work Incentive Program (WIN)* (Department of Labor) The 1967 Amendments to the Social Security Act require all appropriate persons 16 and over receiving AFDC to report for work or job training.
	4. *Care for Mentally retarded children and children of disadvantaged persons in training through rehabilitation Services Administration (an agency of SRS).*
Office of Juvenile Delinquency and Youth Development *(Juvenile Delinquency Prevention and Control Act 1968)*	5. Preventive services, training, improved techniques and practices.
Office of Child Development *(Economic Opportunity Act 1964)*	6. *"Full Day Head Start"*–Children 3 to 6 in care for at least 8 hours per day, 5 days per week (7:00 a.m. to 7:00 p.m.). All centers must meet Federal Interagency Day Care Requirements with regard to ratio of staff to children, involvement of parents and other central features of Head Start and Community Action programs generally. They must also meet local and State licensing requirements.
Administration on Aging (AOA and HEW) *(Older Americans Act and Economic Opportunity Act 1964)*	7. *The Foster Grandparent Program*–Places senior adults (men and women over 60 years of age) who work with children in institutions or day care centers.

GRANT MATCHING FORMULA	ELIGIBILITY REQUIREMENTS
Federal varies 85% to 75%. State share varies from 15% to 25%.	State and local Welfare Departments.
Federal 75%. State 25%.	State and local Welfare Departments.
No set formula–Project grants include child care costs. State may contribute.	Department of Labor is funded. Illinois State Employment Service cooperates. SRS responsible for child care and for identifying persons to be referred for WORK or JOB training. In Illinois, the State Department of Public Aid (IDPA) and State Department of Children and Family Services (DCFS) share responsibility for WIN referrals.
No set formula–Project grants may include staffing, program or construction costs or in some cases, purchase of care.	Funds are available from: Elementary and Secondary Education Act (ESEA) 1965, Title I, II, and VI and Early Education Assistance Act 1968–Application via Office of Superintendent of Public Instruction (OSPI). P. L. 90-170 provides funds for staffing (Grants-in aid) via Illinois Department of Mental Health, Division of Mental Retardation, and Illinois Department of Vocational Rehabilitation (also purchases care); Migrant Health Act of 1962 via U.S. Public Health Service and Illinois Department of Public Health.
No set formula	Grant or contract to any public or non-profit private agency or organization via designated single State agency or direct grants from SRS.
Federal 80%. At least 20% non-Federal share. May include in-kind contributions of labor (volunteer and professional), space costs and materials.	Day care programs which are funded to local CAA-CCUO with Head Start monies have been administered by OCD, HEW since July 1, 1969.
Federal 80%. At least 20% non-Federal share.	Program funded to local CAA-CCUO by OEO has been administered by AOA, HEW since July 1, 1969.

AGENCY AND AUTHORIZATION	PROGRAMS
Department of Health, Education and Welfare (cont.) Health Services and Mental Health Administration *(Community Mental Health Centers Construction Act 1963)*	8. *Community Mental Health Centers Program* (National Institute of Mental Health, NIMH)–provides for comprehensive mental health services for emotionally disturbed or mentally ill children. Facilities and staffing grants are available. Includes migrant health; research, demonstration and pilot projects; experimental and special training projects; continuing education, facilities, mental health center staffing.
Office of Education *(Elementary and Secondary Education Act 1965)* *(Vocational Education Act 1963)* *(Higher Education Act 1965)*	9. *Title I (Compensatory Education)* *Title III (Innovative Programs)* Includes educationally deprived children in low income areas; research, surveys, demonstrations and dissemination; vocational education in home economics; research, experimentation and development, work-study program. educational personnel development grants.
Office of Economic Opportunity Great Lakes Region	10. Under the *"Local Initiative Provisions"* of the Economic Act of 1964 limited amounts of funds may continue to be available for full day care. Includes Community Action Programs, assistance for migrant and seasonal farm workers.
	11. *Title IV - Small Business Administration - Project OWN*–Geared to an entrepreneur interested in operating a small business. Arranges a small business loan with generous terms, low interest and low equity requirements through private banks cooperating with SBA. The SBA insures the repayment of the loan to the bank in the case of default. The Project OWN concept is closely analogous to FHA financing for home ownership. Includes SBA Business and Economic Opportunity Loans and Lease Guarantee Program.
	12. *SBA 502 Program* provides financing from SBA to local development corporations for the development of facilities and equipment to enhance economic development in a community. Under the auspices of the local development corporation, land can be cleared; stores, factories, shipping centers, etc. can be built; and upon completion, the buildings can be leased to private businesses. The revenue from the leases can be used to repay the SBA loan.

GRANT MATCHING FORMULA	ELIGIBILITY REQUIREMENTS
Formula varies.	State Department of Mental Health reviews and approves program plans in cooperation with Regional HEW Office.
Formula varies.	Local Public School Board must obtain Program approval and funding through State Department of Education.
Federal 80%. At least 20% non-Federal share.	Local Community Action Agency (CCUO) must apply.
Insurance Program (not grant).	Entrepreneur must be unable to obtain loan via normal bank loan application route.
Insurance Program (not grant).	a. At least 25 members of the community must own 75% of the corporation stock. b. Such a program can generate new day care facilities for lease to governmental, voluntary or business interests which plan to deliver day care services. New owners could include local groups of residents or individuals now using day care services.

AGENCY AND AUTHORIZATION	PROGRAMS
Department of Housing and Urban Development *(Housing and Urban Development Act 1965 as amended 1968)* *(U.S. Housing Act of 1937 as amended)* *(Demonstration Cities and Metropolitan Development Act 1966)*	13. *Neighborhood Facilities*–Day care centers can be incorporated into construction funded under Section 703.
	14. *Model Cities*–In selected Demonstration Neighborhoods. Supplemental funds are being awarded to participating cities for action projects that include the construction and operation of day care centers and other child care programs.
	15. *Low Rent*–Day care facilities for low rent residents can be leased, purchased or constructed as part of the community space the local housing authority provides for the project residents. In some cases when public space or suitable rooms are not available, dwelling units can be converted and used for day care.
	16. *Modernization Program*–A day care center can also be incorporated within the plans for updating community space in low rent housing and is paid for under the Modernization Program of the Housing Assistance Office (HAO).
Department of Agriculture *National School Lunch Act (as amended (1968)* *(Child Nutrition Act 1966)*	17. *Special Food Service Program*–Project designed to improve the nutritional status of pre-school and school age children. Day care centers are eligible if they serve children from low income areas, or from areas with many working mothers. Assistance can take the form of: a. Cash reimbursement for food purchased for children up to 55¢ per day. b. USDA–donated foods, depending on availability, amounts, and kinds required. c. Financial help to buy or rent necessary equipment including kitchen and table service equipment. The agency group or institution must pay at least 25%. d. Technical assistance and guidance to establish and operate a program. e. 80% of the salary of cook, assistant cook and fringe benefits. (New Careers–DOL). Also school breakfast program, special milk program, cooperative State-Federal Research Service.

GRANT MATCHING FORMULA	ELIGIBILITY REQUIREMENTS
Federal 75% to 66 2/3%. State share ranges from 25% to 33 1/3%.	Priority to poverty areas. Facilities must be available to the entire community and to all age ranges.
100% Federal supplemental funds.	City Demonstration Agency (CDA) Target areas only.
Not applicable.	This is a mortgage insurance guarantee program, not a grant program.
Formula varies.	Local share may include in-kind contributions of labor (volunteer and professional), space costs, and materials.
No Non-Federal share	Criteria for participation in the Program include both health and financial components. Written agreement must be entered to: 1. Operate a non-profit food service for all children regardless of race, color or national origin. 2. Serve meals which meet USDA prescribed minimum requirements. 3. Supply free or reduced price meals to children unable to pay the full charge. Such recipients to be designated without being identified or discriminated against in any way.
No Non-Federal share	
Federal 75% Non-Federal 25%	
No Non-Federal share	
Federal 80% Non-Federal share 20%	

AGENCY AND AUTHORIZATION	PROGRAMS
Department of Labor Manpower Administration– Bureau of Work Training Programs (BWTP) *EOA Act of 1964* *Manpower Development and Training Act of 1962* *Small Business Investment Act of 1953 as amended 1958*	18. *Training of Staff for Child Care Centers Through DOL Manpower Programs.* (Also Title I-D Special Impact Programs.) a. *Title III, Section 205(e)* *New Careers*–Semi-professional job opportunities including training, education and on-the-job training in child care, as well as other health, education and social service fields, to the poor and unemployed. b. *Title I-B* *Neighborhood Youth Corps*–Program of work experience to permit young people to remain in or return to school. Includes work in child care centers. c. *Title II, Section 205(d)* *Operation Mainstream*–Provides work in small towns and rural areas for older poor persons who may rehabilitate or landscape child care centers. d. *Work Incentive Program* for welfare recipients, some of whom may be referred to child care facilities for jobs or training.
	19. *Funds for Training*–Trainees often receive funds to pay for day care for their own children. Some day care services are operated by public or non-profit private agencies under manpower training contracts. Job Opportunities in the Business Sector (JOBS) has a provision that could provide a program for day care. Title I, Experimental, Developmental, Demonstration and Pilot Projects; Title II, Training Skill Development Programs; Section 7(a) Business Loans; also included are On-the-Job Training (OJT) Concentrated Employment Program (CEP), Training and Skill Development Programs.
	20. *Technical Consultants*–The DOL Women's Bureau works with community groups to build support for more child care facilities. The Department offers technical consultants for general planning and publications on child care needs and financing.

CRANT MATCHING FORMULA	ELIGIBILITY REQUIREMENTS
50% Federal share first year 50% State share first year 100% State share second year	Local educational institutions must sponsor the two-year program.
80% Federal share 20% State share	CAA, CCUO is funded.
80% Federal share 20% State share	Local CAA must apply.
No set formula	*Child Care Funds for the Work Incentive Program (WIN)* (Department of Labor) The 1967 Amendments to the Social Security Act require all appropriate persons 16 and over receiving AFDC to report for work or job training.
Formula varies	a) Illinois State Employment Service coordinates all training and placement services. b) Both Office of the Superintendent of Public Instruction (OSPI) and private contractors now hold MDTA and/or WIN contracts.
No State share	Small staff to cover Region V.

NOTE: See U.S. Department of Labor, Women's Bureau, Federal Funds for Day Care Projects, revised February, 1969, Government Printing Office, Washington, D.C., for the latest information on sources of new federal funds available to state and local communities.

See Day Care in Your Community Through the Community Coordinated Child Care Program, Chicago Federal Regional 4-C Committee, 1969, Chicago, Ill., for information on strategy for developing and routing applications for new federal day care funds.

SECTION V

STANDARDS APPLICABLE TO CHA DAY CARE CENTERS

State Licensing Standards[1]

Space Requirements by Age of Children

New construction must meet State standards and local Public Health, Building and Fire Department codes. The State of Illinois licensing standards require the following:

- A minimum of 25 square feet per child under 2 years of age;
- A minimum of 35 square feet of indoor activity space per child in programs for normal children 2 years of age and over;
- At least 45 square feet of activity space per handicapped child if ambulatory, over two years of age;
- Generally, 75 square feet of outdoor activity area per child with play space safely enclosed or otherwise protected from traffic and other hazards;
- Toilet facilities

1–10 children	1 toilet/lavatory
100 children	5 toilets/lavatory

Federal Interagency Day Care Requirements[2] require that any new center meet the State licensing standards. Federal requirements apply now to all day care programs and facilities utilized by the administering agencies which receive Federal funds whether the facilities are operated directly by the administering agencies or whether contracted to other agencies.

In Chicago Housing Authority day care construction, the design calls for one hundred normal children over 2 years of age. The space required was calculated at 30 square feet per child. An additional 35 square feet was provided for auxiliary use in halls, office, toilets, kitchen, isolation room, and storage. Thus 70 square feet for one hundred children will call for 7,000 square feet per center.

Handicapped Children

To qualify for service to handicapped children, an additional 10 square feet per child is required in the center. Approximately 87 handicapped children could be cared for in a 7,000 square feet building.

Outside Space Standard

Seventy-five square feet of outdoor play space per child is required. Therefore, each center must plan for 7,500 square feet of outdoor space.

State and Federal Personnel Standards

Exhibit 13 and 14 summarize the staff qualifications specified by the Federal Interagency Day Care Requirements and by the State of Illinois. The Interagency Requirements specify that staffing patterns must be in reasonable accord with those outlined in the Head Start Manual of Policies and Instructions.[3] Therefore, the qualifications listed in Exhibit 14 are taken from that publication.

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1 Standards for Licensed Day Care Centers and Group Day Care Facilities, issued December 1, 1967, State of Illinois Department of Children and Family Services.

2 Ibid., p. 3.

3 Head Start Child Development Program: A Manual of Policies and Instructions. Office of Economic Opportunity, Community Action Program, Washington, D.C., September, 1967.

Exhibit 13

STATE OF ILLINOIS STAFF QUALIFICATIONS

Title	Duties	Recommended Qualifications	Required Qualifications
Director	Administration	Masters degree in Childhood Education and Development or Social Work or a related field and three years' experience	21 years of age and 2 years college or high school diploma or high school equivalency certificate and 3 years' experience as a director or child care worker in a licensed child care facility or high school diploma or high school equivalency certificate and proof of enrollment in an accredited university or college with a plan to acquire 2 years of college credit within 6 years
Child Care Worker	Immediate planning and supervision of the daily activities of the children	Same as above	Same as above
Assistant to Child Care Worker	Assisting the child care worker, but not with full responsibility for the supervision of the children or the program	A Bachelor's degree if the person has responsibility for directing the daily activities of a group of children within the overall program Two years of college if the person works with a group of children under supervision	18 years of age and high school diploma or high school equivalency certificate and be under the direct supervision of a qualified director or child care worker
Aides and Attendants	Assisting the child care worker or child care assistant but not assuming full responsibility for a group or program	None	18 years of age and work under general direction of a qualified director or child care worker
Professional Staff: Teacher Physician Nurse Caseworker Groupworker Nutritionist Dentist Psychologist Psychiatrist	Per qualifications		Prescribed standards of their profession including certification and license to practice

(Complete staff qualifications can be found in Standards for Licensed Day Care Centers and Group Day Care Facilities, State of Illinois, Department of Children and Family Services, December 1, 1967, p. 10 ff.)

Federal Interagency Day Care Requirements[1]

The staffing pattern of the facility, reinforced by the staffing pattern of the operating and administering agency must be in reasonable accord with the staffing patterns outlined in the Head Start Manual of Policies and Instructions (September, 1967) and/or Recommended Standards developed by National Standard Setting Organizations.

Exhibit 14

FEDERAL INTERAGENCY STAFF QUALIFICATIONS[2]

Title	Duties	Recommended Qualifications	Required Qualifications
Director of Child Development Program	Formulate, coordinate and implement total program	Advanced Degree in Early Childhood Education, Social Work, Psychology, or related fields plus relevant experience, particularly in working with disadvantaged children	3 years of experience or formal training in working with young children
Director of Education Program	Supervise and coordinate education program	Degree in Early Childhood Education and relevant experience with pre-school children and poverty	3 years of teaching experience or formal training in Education or Child Development
Director of Social Services	Establish and maintain cooperative relationships, mobilize and develop new community resources to fill in gaps in health and social services	MSW in Social Work and substantial experience in comparable problems working with poverty families	3 years of experience or training in welfare or community service work
Director of Nutrition Program	Organize and supervise Nutrition Program	BA in Home Economics and 2 years' relevant experience	2 years in Nutrition and Food Service
Coordinator of Parent Activities	Liaison between Child Development Center and the Community	Professional with training in Human Development, Sociology or Community Organization; experience in working with adults in target areas	When professional is not available, parents with minimum experience and potential to function in an administrative capacity should be considered

1 Federal Interagency Day Care Requirements as approved by U.S. Department of Health, Education and Welfare, U.S. Office of Economic Opportunity, U.S. Department of Labor, September 23, 1968.

2 See Head Start Child Development Program: A Manual of Policies and Instructions. Office of Economic Opportunity, Community Action Program, Washington, D.C., September 1967.

Federal Interagency Staff Qualifications (cont.)

Title	Duties	Recommended Qualifications	Required Qualifications
Coordinator of Volunteers	Recruit, coordinate and supervise Volunteer Program	None	Paid or volunteer capable administrator
Director of Career Development	Formulate, coordinate and implement Training and Career Development Programs	Degree or experience in Vocational Guidance, Counseling, Manpower, Industrial Relations, Social Work; relevant experience	Administrative skill and ability to work with other staff members and institutions
Teachers	Classroom, concern with child's health, parents and other services contributing to developing the child's full potential.	BA Degree in Early Childhood Education, Nursery, Kindergarten; relevant work experience teaching disadvantaged pre-school children	Some non-certified teachers who are experienced, bilingual and have personality characteristics needed to work successfully with young children
Teacher Aides	Assist Teacher, Communicating and Program	Informal experience, personality, potential to perform duties, is poor at time of employment	None

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